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The County Worker's Job

WHAT IT IS AND WHAT IT TAKES

by

JOSEPHINE STRODE

This is a 40 page pamphlet containing eight articles which discuss social work in rural areas. They were written for *Survey Midmonthly* in response to requests for reading material which should be helpful to public welfare workers. The booklet carries an introduction by Gertrude Springer under the title: Social Work at the Grass Roots.

The articles in the pamphlet are not offered as substitutes for training courses in social work. They are designed to develop attitudes rather than present rule-of-thumb procedures. They stress individual resourcefulness.

Nor do they suggest that case work principles are fundamentally different in rural areas than in cities. Miss Strode's experience has been with workers "where the county is the unit of administration and practice runs out over the back roads to the villages and remote farms." She has seen the adaptations of social work practice which are being evolved by social workers themselves in county welfare offices up and down the country. And she has put down some of these experiences in the hope that they will prove helpful to others in similar situations.

"Rural social workers do everything," she writes. These articles are intended to reflect the skill and thoughtfulness and human understanding which the county worker brings to that doing.

The County Worker's Job
25c. a copy

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So They Said
in
SCHOOLS

The Challenge of Democracy to Education
***Survey Graphic*, October 1939**

• Mightier than armies with banners, the quiet, undramatic forces of education are the safeguards of freedom, tolerance, human growth.—BEULAH AMIDON *in Over Here.*

• Education is a weak bulwark for democracy if democracy can't deliver the goods in the form of jobs, a future, or just plain hope. —JOHN CHAMBERLAIN *in Our Jobless Youth: a Warning.*

• The inertia of school systems today is a far more serious threat to democracy than any radical ideas which a few teachers may cherish.—ORDWAY TEAD *in Administration and Freedom.*

• From the first grade, whether he is reading stories of fairy princesses, Biblical characters, or George Washington, the Negro child comes in contact only with white heroes and heroines.—GOULD BEECH *in Schools for a Minority.*

• Current discussions of educational goals seem to me to have reached a stage of utter confusion. If there appears any tendency at all, it seems to lead in the direction of a scholastic department store.—EDUARD C. LINDEMAN *in The Goal of American Education.*

• The effective reason why many leading colleges in the United States in the twentieth century do not admit women is that the English colleges of the fourteenth and fifteenth centuries were designed to train members of a celibate profession.—MAX MCCONN *in In the Current of Modern Life.*

• To be articulate almost automatically destines a young unmarried woman for teaching.—JAMES REID PARKER *in The All-American Teacher.*

• The real Battle of the Colleges is not being fought out in any stadium. The battleground is the minds of the college students.—JOHN R. TUNIS *in New Leaven on the Campus.*

• Democratic republics started from a faith in the intellectual process; they do not continue if the faith and the implied disciplines disappear.—SCOTT BUCHANAN *in Back to First Principles.*

• But can patterns of forward-looking education be devised, Butterick patterns for mass use by the just plain folks of our educational machine?—K. N. LLEWELLYN *in Yes, It Takes Mass Production.*

• The stimulation of youth to learning demands sympathy, vivacity and devotion—a belief that the task is worth putting into it all one's energies.—WILLIAM ALLAN NEILSON *in Education Can't Be Better Than the Teachers.*

• Parents all over the country must learn about, and insist upon, better schooling for their children than most of them now receive. —MYRON M. STEARNS *in "Subjects" or Children.*

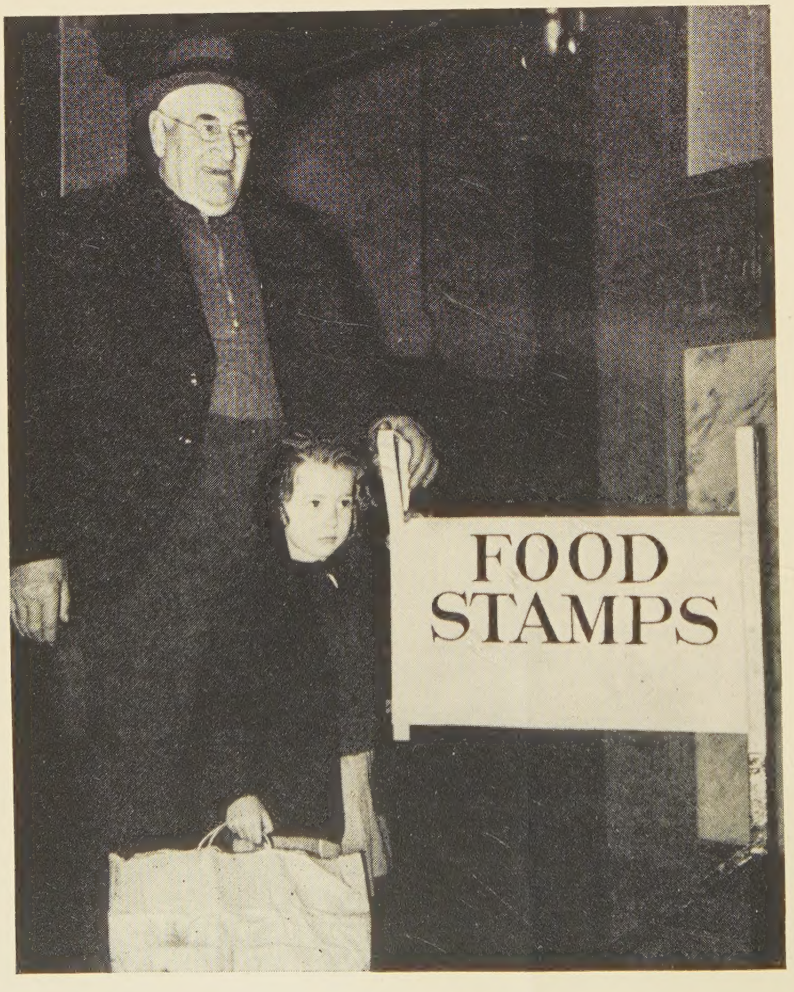
• Adult conditioning may be sufficient for a dictatorship; adult education, a far more complicated matter, is alone sufficient for a democracy.—ALVIN JOHNSON *in After School and College.*

• We must prevent the first bending of our next generation twigs if we are to have the strength of a broad, straight forest growth.—EUNICE FULLER BARNARD *in Before Reading and Writing.*

• The issue at last is between learning and indoctrination. The difference is antipodal—between being encouraged and guided in thinking, and being commanded *what* to think.—JOHN PALMER GAVIT *in The Beginnings and the Ends.*

• Localism, state and district, is the financial weakness of the American public school system: it is the joker which tends to turn democracy's noble talk of "equality of opportunity" into a wry boast.—FARNSWORTH CROWDER *in Crossroads Schools.*

• Probably the most important single point that will have to be understood if educational needs of the future are to be met is that the schools alone cannot do the whole job, even if they become different kinds of schools.—W. CARSON RYAN *in Schools for Today—and Tomorrow.*



And now the local grocer has joined the farmer and relief client as another beneficiary of the surplus food program (see page 305). *Above,* the orange and blue food order stamps are put into use in Dayton; *left,* entrance to the stamp sales office in Rochester

SURVEY MIDMONTHLY

OCTOBER 1939

VOL. LXXV NO. 10

1914–The American Red Cross–1939

IN this fall of 1939 the American Red Cross has been called upon, as in that of 1914, to fulfill its humanitarian purpose of ameliorating suffering due to war, and of serving as the channel by which the American people may express tangibly their sympathy for the uncounted thousands of hapless civilians and refugees who were the first victims of the present hostilities.

The call of 1939 finds the ARC on a very different footing from that of twenty-five years ago. In 1914 it had about one hundred chapters, a membership of less than 20,000 and a national staff of only twenty-five. In 1939 it has 3716 chapters with some 7000 branches; a membership, senior and junior, of approximately 13,200,000; a paid staff of 900 attached to the national office, 2500 to chapter offices. It has 41,500 graduate nurses enrolled in its reserve corps and a list of some 10,000 other seasoned professional workers, who could be recruited if necessary.

Within six weeks of the outbreak of war in 1914 the ARC had dispatched thirteen units for Red Cross service with the armies of eight warring European countries—in all 42 surgeons and 150 nurses, with complete surgical equipment and hospital supplies.

In the six weeks since the outbreak of war in 1939 the ARC has accepted every request made of it by Red Cross societies in the war-stricken countries, has appropriated $250,000 for urgent needs, has mobilized its chapters to speed up the production of surgical supplies and garments for refugees, and has set going services of assistance for repatriated Americans and of inquiry and information for Americans with relatives overseas.

The circumstances of the present outbreak, however, have made possible a more deliberate approach to actual overseas operations than that of 1914. Says Norman H. Davis, chairman: "Experience in the last war showed that there was considerable confusion and duplication of effort in administering American relief in Europe. We want to avoid, if possible, a repetition of such mistakes."

Accordingly the ARC is proceeding carefully in formulating a war relief program so that, as Mr. Davis says, ". . . every dollar will yield maximum service in its mission of mercy."

The character and extent of ARC relief work in Europe will hinge largely on the report of a committee of the International Red Cross and the League of Red Cross Societies now in Geneva assessing the whole problem created by the war, particularly that of refugees. It will depend, too, on the report of the ARC delegation of three, headed by Ernest J. Swift, vice-chairman in charge of foreign operation, which recently left for Geneva to confer with sister Red Cross organizations on ways to make the relief efforts of neutral countries most effective. This delegation is especially concerned with establishing channels by which help can be gotten through to those peoples who need it most, notably the civilian population of Poland, and the destitute civilian refugees in Rumania, Lithuania and Hungary.

At this writing the ARC has made no announcement of plans for a special appeal for overseas funds. The extent of present needs is known, but a special appeal, if it is made, probably will await more information on the possibility of organizing machinery for meeting them. At this time the use of American personnel overseas is not contemplated. The regular Roll Call will open on Armistice Day.

In considering and framing its program the ARC is working in close cooperation with other national agencies concerned with overseas work—the Joint Distribution Committee and the American Friends Service Committee, for example—with Community Chests and Councils, Inc. because of its stake in maintaining the "home front," and with the Department of State because of the diplomatic amenities necessary even when messengers of good will deal with nations at war.

By reason of its purposes and special status and because it is required by law to submit its accounts to the Secretary of War for audit, the American National Red Cross is specifically exempted from the rules and regulations of the Department of State governing the solicitation and collection of funds for use in belligerent countries. The authority to prescribe such rules and regulations was conferred on the President by joint resolution of Congress in May 1937. On September 5, 1939 it was delegated by President Roosevelt to the Secretary of State. Organizations seeking funds for use in belligerent countries are required to apply to the Department of State for registrations; to file information covering, among other things, their methods of collection and distribution; and, if a certificate of registration is granted, to file sworn financial statements every month thereafter. Some confusion exists as to the criteria employed by the department in granting certificates, but a statement is anticipated shortly defining required standards of organization and operation. By this control the Department of State, acting for the President, hopes to avoid "the considerable confusion and duplication of effort" that occurred when American good will went into action in the war that began in 1914.

The "New" WPA

What It Is; How It Works

By ELIAS HUZAR

Department of Government, Cornell University

DURING the weeks since the regular session of Congress adjourned, there have been far-reaching changes in the WPA, and more changes are in process. In the cross-fire of argument and criticism arising out of the reexamination of the rolls, staff cuts, liquidation of projects, "forced turnover," many people are uncertain as to what is being done, and the reasons underlying the reorganization. In this confusion of thought and understanding, it might be helpful to examine the WPA measure itself, as it was enacted in June, and to consider some of the arguments put forward when its provisions were in debate. Such a review should make clearer the present picture of federal unemployment aid by means of work projects.

For the current fiscal year, Congress appropriated nearly one and a half billion dollars to the Work Projects Administration to employ an average of 2,050,000 people during 1939-1940, a reduction of one third from the two and a quarter billion dollars spent in 1938-1939 for three million jobs. WPA employment declined from about 2,500,000 in June 1939 to some 1,660,000 in September; it is expected to rise to 2,400,000 in January, and to fall again to 1,500,000 in June 1940. Despite the widespread belief, when WPA was launched in 1935, that the program would provide jobs for all needy able-bodied unemployed, Congress never has appropriated funds enough to give work to all employables on relief. Dismissed workers with exhausted resources who fail to find other jobs now will swell local relief rolls which, in June 1939, already carried about a million persons eligible for WPA. The current appropriation must be spread over the full year; but since—barring a war boom—"unforeseen and unpredictable developments" almost certainly will invalidate optimistic assumptions of reemployment, it is not unlikely that Congress will be asked in January to vote additional funds. If these appropriations are made, they will increase WPA employment in the second half of the fiscal year, though they will have no effect on the drastic cuts made in the first half.

Under the 1939 law, WPA continues to apportion funds among the states at its discretion, since the Senate rejected a House formula to distribute employment, 45 percent on the basis of population, 45 percent according to unemployment, 10 percent "to meet unusual local conditions." A "scientific and humane" formula for this apportionment would be desirable, if only to end charges of favoritism to states politically "doubtful." Population, however, bears no fixed relation to unemployment, while data on the latter are unsatisfactory, as is information about the financial resources of state and local governments. And agreement on weighting is difficult to secure.

To prevent alleged "relief racketeering" by some states and communities, Congress has limited national contributions in any state to not more than 75 percent of the total cost of all non-federal projects approved after January 1, 1940. Sponsors' contributions on some projects and in some communities may be less than 25 percent, but on others they will have to be more, in order to reach the average. Local contributions have been increasing since WPA was inaugurated; but participation has varied widely among states, from 12 percent in Ohio to nearly 38 percent in Nevada for the period July 1, 1938, through April 30, 1939, during which the national average was 18.9 percent. Industrial states, with heavy unemployment and high wage rates which reduce the ratio of sponsors' contributions to total costs, are hardest hit among the thirty or so states which must contribute more than they did during the period cited. Some flexibility is permitted, however, by WPA authority to use up to $7 per man per month for purposes other than relief wages, all of which are paid from national funds.

CHARGES of political abuse of WPA continue to be made, though they are fewer than in past (or next) election years. Congress, skeptical of self-scrutiny by WPA officials who "found themselves 'not guilty,'" managed to curtail "politics" considerably, but failed to bring WPA under the merit system. It rejected the recommendations of Col. F. C. Harrington, WPA commissioner, for pass examinations for present staff members, and open competitive tests for new ones; and it reenacted requirements that the Senate should approve appointments of administrators receiving $5000 or more a year, and that administrative and advisory appointees should be *bona fide* citizens of the state in which they are employed, "so far as not inconsistent with efficient administration." Congressional concern with "subversion" resulted in a provision which required supervisory employes to take an oath of allegiance, as administrative employes have done in the past, and another which forbids payment of a salary to anyone—administrator or relief recipient—who advocates or is a member of an organization which advocates overthrow of the government through force or violence.

The functions of intake and certification continue to be performed mainly by local public welfare agencies to which WPA has delegated authority. It may refuse such certifications and supersede local agencies as it has done in five states, as well as supplement their work as it has in several others. WPA exercises a further check in carrying out a new legislative mandate to make periodic investigations to eliminate from its rolls those not in actual need, each case to be reviewed not less frequently than once every six months.

Although the ratio of overhead to total costs tends to increase as the number of relief cases decreases, Congress limited administrative expenses to $50 million, about 3.4 percent, compared with about $73 million, or 3.3 percent, during the past fiscal year. But while new duties, notably

periodic review of need, are imposed on WPA, reduced funds require the dismissal of about 12,500 of the 33,000 administrative employes who were on WPA payrolls last June. The danger of impaired efficiency is obvious and already has been demonstrated.

Certain restrictions and priorities are established by law for WPA employment. Preference now must be determined, "as far as practicable, on the basis of relative needs." Where "needs" are the same, employment goes first to needy citizen war veterans, and then to "other American citizens, Indians, and other persons owing allegiance." Aliens continue to be ineligible. Colonel Harrington has objected that the "relative needs" provision is "very difficult to administer" because review of relief rolls is necessary before expanding or contracting employment; because a formula of need is difficult to devise; because the economic status of workers changes continually; and because project operations suffer from dismissal of key workers whose distress may not be so great as that of less important employes. The Senate rejected a WPA-supported proposal to bar from the rolls any persons eligible for social security benefits for which funds are available. WPA wants to use its limited funds for the able-bodied unemployed. It does not accept applicants who receive social security benefits, and it believes that to take those eligible for them retards enactment of state social security legislation. The difficulty remains, however, that work relief wages are higher than social security benefits, and the 90,000 mothers with dependent children and the 43,000 workers over sixty-five years of age on WPA rolls (June 1939) are reluctant to move to the lower level.

Approximately a million people certified in June 1939 as eligible for work relief have been compelled by insufficient WPA funds to remain on local relief rolls where benefits are smaller than relief wages. At the same time, 16.7 percent of WPA workers in March and April 1939 had been on the rolls over three years, and 30 percent over a year and a half. The average duration of relief employment for all WPA employes was 12.5 months. Of those on the rolls for eighteen months or more, differences among states ranged from 12.2 percent in Maine to 52.2 percent in New York. A larger proportion of old than young, of urban than of rural, of white collar than of construction, and of women than of men workers, have been employed for long periods.

TO "unfreeze career workers" and to "give other people a chance" without voting more funds, Congress established a system of rotation. Anyone who has been on WPA more than eighteen months must be removed, veterans only excepted. If after thirty days he is certified as still in need of relief, he becomes eligible for, but is not automatically given, reemployment. He must wait for vacancies created either by further removals under this provision, or by relief workers who have obtained private employment. However, the reduction of the WPA program by a million jobs cancels many, if not most, of these openings. Many critics consider this forced turnover unjustified because most WPA workers are willing to take private employment, as an average monthly turnover of 125,000 between July 1938 and April 1939 demonstrates, and because arbitrary dismissals disrupt project operations. Further, the provision is held to be inhumane because it provides only the veterans' exception, and takes no account of the availability of private employment, of need, of dependence, of local relief funds, or of the presence on direct relief of eligibles to replace the more than 700,000 workers who already have been dismissed.

Although Colonel Harrington testified that buildings were among the most useful and efficient projects, and Mayor La Guardia of New York predicted that cities would be compelled "to go back to leaf raking, or creating artificial projects," legislators seeking larger local contributions, unions demanding employment for members not on relief, and contractors opposed to WPA construction, succeeded in limiting federal contributions for local building projects to $52,000—a provision which will not relieve the national treasury greatly since non-labor expenditures already are limited by law. The Federal Theater Project, which employed about 7100 people, has been abolished. Its officials promised improvements in its administration, drama critics praised its productions, and actors applauded development of popular interest in the stage, but Congress thought the project was "subversive" and too expensive. State agencies have been found to sponsor most of the music, writing, art, and historical records projects, which in June employed about 25,000 workers. Funds may not be used as heretofore to operate projects sponsored solely by WPA.

ALL relief employes of WPA now must work a standard month of 130 hours. There are some exceptions, including permission to reduce hours and earnings of workers without dependents. Colonel Harrington believes that efficiency is increased by this provision, since the previous practice of having men of different skills work different numbers of hours at prevailing rates of pay made it difficult to stagger operations effectively. The administrator also believes that relief employes will be stimulated to seek better paying private employment and that "chiseling" will be reduced, because skilled workers now must work full time instead of being free part of the month for private employment, perhaps at substandard wages which depress the pay of non-relief workers. WPA has discharged employes who refused to work under this provision which, they argued, required them to accept rates of pay below union scales in private employment. Local officials are disturbed, also, because, with federal non-labor costs limited, the increase in man hours worked per month will increase the demand for materials, the costs of which must be met by local treasuries. Without adequate materials the quality of projects or the productivity of workers will decline.

One final important change under the new WPA law is the requirement that monthly earnings "shall not be varied for workers of the same type in different geographical areas to any greater extent than may be justified by differences in the cost of living." As in the past, relief wages continue to vary with the skills of the workers, the geographical section, and the degree of urbanization of the communities in which they live. However, within geographical regions, the practice of adjusting earnings to standards, as well as to costs of living, has been abolished by this new provision. The present wage schedule which must "not substantially affect the current national average labor cost," increases that cost about $2.50 a month from the average of about $53 before September 1939. Substantial increases have been made in the low range southern states, while in the higher wage regions the old schedule continues, with some reductions. [See *Survey Midmonthly,* September 1939, page 281.]

...And What It Has Left Behind

By GERTRUDE SPRINGER

IN late September, WPA rolls stood at 1,732,960, an increase of 72,960 over the beginning of the month when, at 1,600,000, they reached the low point of the contraction imposed by the act of Congress analyzed by Elias Huzar in the preceding article. In mid-September Col. F. C. Harrington, WPA commissioner, said that since January 1 the rolls had been reduced by some 1,300,000 persons. By comparing Social Security Board figures for the June enrollment it appears that on September 6 approximately 703,400 persons had been separated from WPA since the new law became effective. The September enrollment is expected to rise by midwinter to about 2,400,000.

Of the 703,400 "separations" since July 1, the great bulk were thirty-day layoffs under the eighteen-months clause of the new law. Most of the quota cutting had been done earlier in anticipation of congressional action. However, as Mr. Huzar has pointed out, the general lowering of WPA quotas due to the reduced appropriation made these technical layoffs tantamount in most instances to dismissal.

When the mass firing imposed on WPA by Congress got under way in July there was a sharp flare-up of protests, punctuated by strikes in a few large cities. But by early September the "purge" of WPA had been completed, public interest had turned in other directions and the 700,000 seemed to have slipped down into that economic twilight zone where forgotten people mysteriously exist.

To explore that twilight zone, to find out what had happened to the 700,000, *Survey Midmonthly* addressed an informal inquiry to some twenty persons in as many cities, persons in whose judgment the editors have confidence and who are in a position to know, as far as anyone may, what has become of this economically lost battalion and what effect WPA cuts have had on current relief situations.

To summarize the returns from this inquiry is to say that in general no one knows the answers to the questions it raised. Figures account for relatively few of the 700,000. "The rest must be getting by; at least we don't hear of them." Relief agencies report a rise in applications, but "not nearly as great as was expected." What the winter may bring is anyone's guess, but it now appears unlikely that even half of the laid off workers will ask for relief this fall. However, a severe winter, a downward turn in the rising curve of private employment would change the picture. Places with meager relief resources say: "These people have not applied for relief because they know there is practically none." Places with more adequate resources say: "Apparently their long WPA employment has given them a little cushioning."

Most of *Survey Midmonthly's* correspondents report a pick-up in private employment ranging from "slight but hopeful" to "marked." To this "probably" is due, they say, the fact that so little has been heard of the people laid off WPA. For the most part, the correspondents have observed only casual and short-lived public sympathy for the predicament of these people and, after the first flare-up, an almost total lack of organized support from other groups. The sharp public reaction against the WPA strikes of midsummer apparently carried over into communities where they did not occur and, says one correspondent, "definitely destroyed any constructive efforts to resuscitate WPA."

Although certain general outlines emerge from these observations in various places a clearer picture is developed by summarizing them one by one.

Atlanta, Ga.—Since early this year WPA employment in Fulton and DeKalb counties has been reduced from 16,000 to 8800, with further reduction expected. Beyond a few early sporadic demonstrations there has been little protest against the layoffs. "The public seems to be entirely indifferent." About 5000 project workers were affected by the eighteen-months rule and public relief agencies are swamped with applications, most of them for recertification and for "emergency" aid. Private agencies, without adequate funds to meet even "normal" needs, likewise are swamped. Because of quota restrictions it seems "extremely unlikely" that WPA will be able to reinstate many of these people, "over-aged, women or unskilled," and probably not even 10 percent of them will be able to get private employment even with the industrial pick-up in the area.

Social workers say: "In some mysterious way people are getting by, but they are undergoing a process of slow starvation with no means of making themselves heard by those who control relief appropriations."

Birmingham, Ala.—Before WPA layoffs began, the situation already was critical with upwards of 5000 heads of families certified for many months but unassigned to projects. With the layoffs came hundreds of new relief applications every day. There are no local relief funds and the only assistance available is surplus commodities. WPA is beginning to make replacements, but the prospect is slight that these will reduce greatly the reservoir of accumulated certifications. Evidence of growing distress is seen in the increase of evictions, of patients at the pellagra clinic and the children's hospital, in irregular attendance of children at school.

The city is facing a greatly reduced budget for the coming year, but it seems unlikely that the relief situation, critical as it is, will break through the surface of public apathy and the tragic docility of the relief population. Private employment is showing a slight improvement, but "it holds no prospect for the thousands who, while they wait for WPA assignment, continue to live in ways that no one but they can know."

Boston, Mass.—Public reaction to WPA layoffs was relatively slight. In August the Department of Public Welfare had a sharp rise in applications chiefly for recertification, not for relief. By September the closing of cases, due to jobs in private industry and WPA replacements, exceeded the number of cases accepted. While there have been instances of hardship, "it is safe to say" that there has been "no actual suffering." Private employment is improving and "the impression is" that it is absorbing the WPA people and before long will affect the relief load.

Buffalo, N. Y.—Since July 1, WPA has laid off upwards of 5000 persons. During that time, the Erie County Department of Social Welfare has accepted for relief 1920 cases formerly on WPA. The marked increase in private employment "probably is taking up" the rest. The public was unsympathetic to the WPA strikes and "the fact that apparently there

had been no acute suffering has brought a lot of 'I told you so's.' "

Chicago, Ill.—The great majority of former WPA workers "seem to have had to apply for relief." However, because of drastic intake policies imposed on public agencies by financial stringency, many of them are ruled ineligible. Presumably they "are getting along on their own inadequate resources and those of their relatives." Those who have been accepted for relief sink into the relief population which for the third successive month has existed on allowances 35 percent below minimum subsistence budgets.

The public did not evince great concern about the layoff though it seems worried about the relief situation. This, however, is "so large and complex that most people above the economic level of relief seem to feel toward it as they do toward the ravished populations of China and Poland—it's terrible but there's nothing they can do about it."

Family society and settlement workers report that the WPA layoff has added to a relief situation "already shocking." "There is suffering. There is lack of food. There is much distress and anxiety. So great is the overcrowding of the relief offices that long waits are inevitable. The people feel their utter helplessness and endure with unbelievable patience. They can see no way out."

The present pick-up in industry is counted on in many quarters to "take care of relief." But "it will be a long time before the employment line touches the relief line."

Cincinnati, Ohio—About 2500 workers were dropped by WPA between July 1 and August 15. About 2 percent of the number are said to have secured private employment at pay somewhat comparable to that of WPA; from 12 to 15 percent to have found part time work; about 66 percent to have applied for relief. The rest dropped out of sight. In the beginning, the Public Welfare Department assumed that the last WPA pay check would permit families to live for a while and refused them any consideration until after their "estimated time of need." As a result there was considerable distress, alleviated only in part by the efforts of the private family agencies. The net result of the layoffs seems to have been a transfer of some 1600 employable cases from WPA to relief, with relief funds inadequate for the increased load.

Cleveland, Ohio—WPA layoffs were made to the accompaniment of public indifference and with little evidence of resentment from the persons most affected. Of the 16,000 laid off, about 13,000 applied to the public agency for recertification and 3200 for relief. About 15 percent of the relief applicants were accepted. By late September, applications had dropped sharply and there was increasing evidence of much private employment.

Interviews with applicants for recertification seem to have yielded abundant evidence that the men laid off WPA were making every effort to find work in private industry. They considered themselves as out of a job, not as candidates for relief. Their rush for prompt recertification seemed due less to a desire to get back on WPA than to having WPA as an anchor to windward if private work failed. "The pick-up in employment came at a lucky moment. Without it there undoubtedly would have been suffering since the relief organization was not geared or financed to take on much more of a load than it did."

Relief rolls swelled from about 18,000 in the early summer to about 28,000 in mid-September. Local funds have not been increased, but liberalization in the use of surplus commodities is "helping the situation." However, "another relief crisis seems imminent and inevitable."

Denver, Colo.—Some 98 percent of those laid off under the eighteen-months requirement have been recertified for WPA, but very few have been reinstated and, because of the shortage of funds, only about 40 percent have been accepted for relief. "What is happening to the other 60 percent no one seems to know." The general public favored the WPA "purge" and there is slight evidence of sympathy toward those unable to get either relief or reinstatement. Funds for general relief are so limited that grants amount to only 40 percent of minimum budget requirements. Unless more funds are found "there will be serious suffering during the winter months."

Des Moines, Ia.—About 2000 of the 6000 on WPA were laid off. The one-day strike that ensued cost all WPA workers a good deal of public sympathy. A considerable proportion of the layoffs applied for recertification, but only a few are being reinstated. In a number of acute cases, direct relief has been given. "The assumption seems to be that people have found private employment or are 'getting along.' " No immediate relief crisis is anticipated. "The public seems to think that the 'war boom' will solve unemployment and relief and automatically edge out WPA."

Houston, Tex.—WPA layoffs occurred against a background of no general public assistance for employable cases. The men who came under the eighteen-months clause at first took the layoff as a vacation, "but had a rude awakening when they found that reinstatement was neither prompt nor certain." Those who applied for relief got a month's issue of surplus commodities. Since July 15, the county board has drawn on a small private fund for acute emergencies among destitute employables and aliens barred from county aid. "This has helped the emotions of the case workers and some of the applicants," and will, "it is optimistically hoped," demonstrate to responsible officials the need for a more flexible policy on eligibility. "But it seems unlikely that more than 10 percent of the layoffs can do anything but wait for doubtful WPA reinstatement. How do they live? You tell me."

Indianapolis, Ind.—WPA enrollment in August was 1751 below the July total of 9759. Township relief cases totaled 9166 in August, an increase of 519 over July. The trustees are accepting for relief all cases "believed by them" to be in need. Private agencies supplement where need is acute. Reinstatement on WPA will be a slow process, but "so far we are getting by with little trouble."

Kansas City, Mo.—WPA layoffs in August numbered about 2500, though since January there has been a continuous reduction totaling about 7000. The situation was complicated by an August 1 ruling of the state relief office requiring local offices to eliminate all families with any employable member. This ruling served to bar WPA layoffs from relief and created "the most depressing and acute situation since the onset of the depression." The situation now is being mitigated slightly by the fact that WPA is expanding a little and making some replacements and a few reinstatements. There is some hope that the drastic state ruling may be modified in certain extreme cases. Moreover, employment conditions seem to be picking up with a fair prospect of continuous improvement. "But none of these factors will solve the problem. They only temper its sharpest edge."

Minneapolis, Minn.—Aside from irritation over strikes and disorders in midsummer, the general public appears indifferent to the changes the new WPA law imposed. The strikes resulted in some eighty federal indictments now in various stages of litigation. During the first half of September, applications at the Department of Public Relief were 50 percent over the same period in August, with most of the increase attributed to WPA reductions. However, the actual case load increased by only 2 percent, indicating a high rate of turnover

due to improvement in private employment. "It seems probable that a large part of the WPA reduction soon will be absorbed."

New York City—About 60,000 WPA workers were laid off under the new law, 25,000 of them on August 31. The great majority were due to the eighteen-months clause. With the lowering of the city's quota, reinstatement must depend largely on turnover on WPA rolls. White collar workers were the largest single group affected by the cuts. Since turnover on these projects is small and few new ones are in prospect, the possibility of reinstatement is not bright. Large numbers of these people are said to be turning to the private social agencies for advice in their predicament.

Almost coincident with the WPA cuts, the Welfare Department registered a sharp increase in applications for relief due less it seemed to acute need than to anxiety for reinstatement. Private relief agencies, settlement houses and the like, were beset by anxious people able to tide over for a time but hopeless of the future. The Welfare Department has put on 150 additional investigators and has revised its routines to speed up procedures of application and investigation. In late September, it still had 23,000 applications pending, not all of them however of ex-WPAers. Since early September the number of applications has been falling, not rapidly but steadily. Figures are not yet conclusive, but authorities believe that a check-up in midwinter will show that less than half of those laid off WPA by reason of the new law will have made contact with the relief agency. They have no explanation for the other half beyond a pick-up in private employment. "However, any one of a dozen unpredictable factors may change this situation overnight."

Public relief officials and social workers hold that it was not so much what was done in "purging" WPA as the way it was done, that created hardship and confusion. They, like many others, criticize the indiscriminate method, dictated by the eighteen-months clause, that forced the layoff of great numbers of men with large families and nothing to fall back on, while it left on the rolls great numbers with few if any dependents and, "as everyone knows," a margin of resources. "We don't object to rotation, but we do object to rotation without consideration of degree of need."

Philadelphia, Pa.—From an under-quota WPA enrollment of 18,000, between 5000 and 6000 were laid off. Advance estimates indicated that probably 90 percent of the persons affected would apply for relief. This proportion had not yet been reached. The under-quota state of WPA permitted prompt replacement from eligibles on relief so that, while there has been a large turnover on relief rolls, no substantial increase is attributed to WPA policy. Improved private employment has operated to turn the trend of the case load downward.

This situation is general throughout the state. During the week of September 17 the case load for general assistance reported by the state department increased by 2466 WPA cases and decreased by 1752 cases due to private employment. The net gain of 714 cases halted a downward curve of several weeks duration.

Richmond, Va.—The community seems to have a real interest in the "dispossessed" WPA workers, but no one seems to know what to do about them and no local groups have "come out" in their behalf. The public relief agency has had many new applicants, but appointments for interviews are fully a month behind, even with the help of workers from the private agencies. In cases of "emergency and actual suffering" immediate needs are met. There is no indication of a relief crisis "more acute than usual."

St. Louis, Mo.—A "purge" of all relief families with one employable member was coincident with the WPA layoff. There were no demonstrations in the city and no particular expressions of sympathy except from groups such as the Federation of Churches and the Council of Social Agencies which long have protested inadequate relief. The WPA layoff served to make more so a situation already acute. "It is hard to estimate the extent of suffering, but there are many authenticated instances of extreme privation. Poverty is not new to these people and they are 'getting by' as they have in other crises, appealing to churches, settlement houses, schools, even to the police, picking up food where they can find it. The fact that they are inarticulate and make no forceful protest blurs the acuteness of the problem and makes it easy for the public to believe that 'everything is all right.'"

St. Paul, Minn.—Following the midsummer announcements of impending layoffs there were strikes on practically every project in the city and county. The strikers were orderly, "but seemed to lack leadership and to be confused as to their objectives."

The most helpless group caught in the layoff are the white collar and semi-professional people, many of them middle-aged, with little education and no special skills. With slight prospect of private employment "they are lost, unable to think except in terms of getting back on WPA."

Public relief agencies have had a "sizeable increase" in applications, many representing an effort for recertification rather than acute need. While relief is still maintained at a relatively high standard, intake policies have been tightened and acceptance is reluctant. Thus far there is no indication of suffering through lack of food and shelter, but relief funds are running low and the local tax situation is serious. Hope is seen in a slowly rising employment index and in the activities of the mayor's committee to find jobs for men laid off WPA. "But there's a long cold winter ahead and the fuel bins are empty."

Seattle, Wash.—Until the WPA layoffs, the King County Department of Public Welfare was doing a reasonably adequate job of covering relief needs. Applications have increased sharply, however, during the past few weeks, largely of persons laid off under the eighteen-months clause. Although 2000 applicants have been recertified, replacements are proceeding slowly. The situation is constantly changing with many factors involved.

Toledo, Ohio—WPA policies have aggravated an already serious relief situation, but are not responsible for the current crisis. When about 2000 were laid off WPA, relief rolls immediately increased by about 1000, but not all can be attributed to WPA. What became of the other WPA people is not known. "Business has picked up and we hope they got jobs." When the 130-hour month went into effect, large numbers of skilled younger men left WPA rather than work longer hours for the same wages. "Few projects now can be considered in which skilled trades are required."

The relief crisis became acute after a proposed special tax levy for relief purposes was voted down. On September 22 the city, unable to meet its share of relief expenditures, discontinued relief. "No solution is in sight."

Washington, D. C.—The layoffs "were accepted quietly," the workers confident that at the end of thirty days they "would go right back to work." Their first jolt came when they found that "it wasn't like that"; their second when they found how long they must wait before they could be considered for relief. To staff limitations in the public department are attributed the large number of applicants awaiting interview and investigation. Probably a third of them are from WPA. "An increasing number of evictions would indicate that there is actual suffering."

Stamps to Move the Surplus

By JOANNA C. COLCORD

Charity Organization Department, Russell Sage Foundation

SELDOM has any governmental relief scheme released the flood of newsprint that greeted the "stamp plan" for distributing surplus commodities. [See *Survey Midmonthly,* May 1939, page 144.]

The distribution of surplus commodities was embarked upon back in 1933 in the effort to benefit the farmer and keep up farm prices by increasing the consumption of certain foods which were being produced in excess of effective market demands. The method of distribution-in-kind with which the nation has become familiar [see "The Federal Bread Line," *Survey Midmonthly,* March 1939] has had the secondary purpose of giving a more adequate food allowance to families receiving relief or earning WPA wages; but it left the wholesale and retail grocery trade clean out of the picture. The food-stamp plan was undertaken early last spring for the further purpose of benefiting a third class—the middleman and shopkeeper—along with the farmer and the relief recipient.

Briefly, the new plan channels the purchase of food by relief recipients through the shops of retail grocers, by means of scrip of two kinds: orange stamps exchangeable for any sort of food; blue stamps exchangeable for only such commodities as are currently listed as surplus by the Federal Surplus Commodities Corporation.

Participation by relief clients in the food-stamp plan has been voluntary, but the surplus commodity distribution centers have been closed in the cities adopting the stamp plan, so that the only way their relief recipients can secure surplus commodities is by conforming to the regulations laid down. Those who receive assistance in cash—whether as general relief or categorical assistance—must purchase, with part of their allowance, orange stamps amounting to not less than $4 nor more than $6 per month for each person in the family. This is in order to assure that each family continues to purchase the amount of food normally consumed, and does not substitute surplus goods therefor.

With each purchase of orange stamps, customers receive in addition and as a gift, blue stamps up to one half the value of orange stamps bought. Each stamp has a face value of 25 cents; and in order to make re-purchases, customers must return the empty covers of stamp books previously bought.

The system differs somewhat in the case of the WPA worker, who, instead of buying his own orange stamps, may sign an order authorizing the WPA to furnish him stamps within his individual minimum-maximum range, and to deduct this amount from his pay-check. Orange plus blue stamps and check are then delivered in the same pay envelope.

In cities where general relief is given in the form of grocery orders, still another modification is necessary. Since the client handles no cash, he cannot buy orange stamps; and the procedure is to give him, in addition to his food order, blue stamps amounting to the minimum, or $2 per month per person in family. It will be seen that the ratio of 2:1 between normal consumption and surplus consumption cannot be maintained under the order system.

The few communities which continue to issue relief in kind from municipal food depots are "out of luck" when it comes to getting on the food-stamp roll, as Bridgeport, Conn., recently learned. For the new plan to work satisfactorily, food distribution must be channeled entirely through the grocery stores.

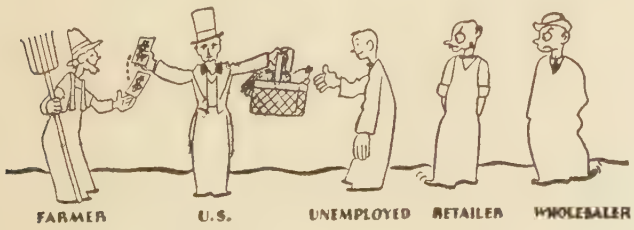
Once the client is equipped with stamps, he can use them exactly like cash, with a few minor exceptions. He can "trade about" as he pleases (though not in hucksters' wagons and market stalls). Grocers are prohibited from accepting any stamps for tobacco or liquors, and from accepting blue stamps in exchange for other than surplus commodities.

Grocers may apply the stamps they collect toward their wholesalers' bill, deposit them in their own bank, or secure cash redemption for them directly from the FSCC. This agency already has the cash in hand for which it sold the orange stamps; in redeeming blue stamps, it draws upon the funds hitherto used to purchase and distribute surplus commodities.

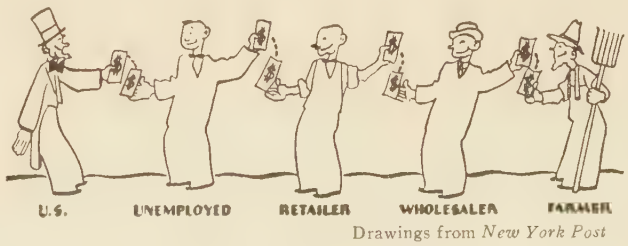
The plan has been put into operation in the following cities: Rochester, N. Y., on May 16; Dayton, O., on June 5; Seattle, Wash., on July 5; Birmingham, Ala., on August 1; Des Moines, Ia., on August 23.

Use of stamps in these five cities has been confined almost entirely to those actually receiving relief. The sixth region to be approved—Shawnee, a town in a rural Oklahoma county—is to be the scene of a different experiment, where not only the relief population, but any family with an income of less than $19.50 a week will be allowed to participate. Applications have been received, and investigations are now being made in Shawnee to determine what "non-reliefers" are eligible.

Observation of the plan in Rochester and Dayton during late August showed it to be giving general satisfaction. In



The Old Way



Drawings from *New York Post*

The Food Stamp Way

Rochester, the Department of Public Welfare, which had adopted cash relief more than a year ago, refused to revert to a policy of controlling the amounts its clients spent for food by issuing orange stamps in place of the food allowance. This forced back on the FSCC the necessity of setting up a stamp-selling bureau. In Dayton, which gives general relief as orders, the Department of Public Welfare has assumed the burden and expense not only of distributing the stamps to its own clients, but of selling them to WPA workers and recipients of categorical assistance from county agencies as well.

Clients liked the new plan because they knew they were getting a wider choice of surplus commodities than in the old days, and believed that they were securing a greater quantity. This conviction was sustained by figures collected in Rochester by a local paper, showing that while, during the month prior to the adoption of the plan, surplus commodities were distributed through the commissary to a value of $14,685, those sold for blue stamps during the first month of operation amounted roughly to $43,000.

MANY found it less troublesome and expensive to buy stamps than to go to the commissary as in the old days and transport commodities home. Surprisingly little reluctance was expressed toward public identification as relief recipients through producing stamps at the store. The ability to trade about in any store was felt to give the client a defense against any tradesman who might try to exploit him. In both cities, the week-by-week statistics showed an increasing proportion in all categories of eligible persons actually purchasing stamps.

In Rochester, 5343 recipients of direct relief and WPA wages, or 40.3 percent of those eligible, participated during the first two weeks; while at the end of six weeks, 7254, or 62.8 percent of those eligible were participating. In Dayton, the corresponding numbers and percentages were 4725 (61.2 percent) and 5623 (72.8 percent).

The social agencies concerned seemed to believe that a larger proportion of their clients were participating than the figures actually showed. Reasons for voluntary nonparticipation, so far as obtained were:

Some families, particularly large WPA families, felt unable to purchase orange stamps at one time up to the minimum amount required. (In Dayton, this difficulty had been adjusted.)

Some persons (old people in boarding homes, single men) did not cook and so could not use stamps.

A few clients who always had been on cash relief refused to publicize their need by using stamps, or felt that "it wasn't worth 50 cents a week" to them.

As was to be expected, the grocers were enthusiastic to a man about the plan. In both Rochester and Dayton they have set up units to assist the FSCC by self-policing the obvious opportunities for petty graft which the plan contains. Very few complaints of this sort proved to have foundation. However, the real power to control the situation is felt by the grocers themselves to rest with the federal government. The fact that the regulations of the FSCC have the force of federal laws is well understood. As one grocer put it, "You don't monkey with Uncle Sam over a pint of peanuts."

Early in August, grocers in Rochester announced increased business of 8 to 10 percent over that done in the weeks just previous to the installation of the stamp plan. Blue stamp sales accounted for only 3 percent of the increase, however, and no explanation has been made of the added increase. The items included on the surplus list have moved in varying degrees: from May 16 to July 15, $123,000 worth of blue stamps were expended in Rochester for surplus commodities according to the following percentage distribution: butter, 32 percent; eggs, 30; citrus fruits, 24; flour, 8; dry beans, 3; prunes, 2; cornmeal, 0.5.

Social workers in the main agreed with their clients that more and better foodstuffs were now being consumed than under the earlier plan. Some felt that a great deal of unnecessary paper-work had been imposed on local staffs, and that local communities should not be expected to bear the expense of stamp selling. Others expressed doubt as to the soundness and permanence of the plan, pointing out that "the government sets up these plans and takes them down again so fast that the local agency is apt to get its gears stripped in the process." But the general attitude seemed to be gratification that clients were getting "the breaks," even if it proved to be only temporarily. "After all," said one Rochester worker, "if the clients like this system better than cash relief, who are we to tell them what they *ought* to like?"

In addition to the six regions already mentioned, announcement was made on September 26 that Springfield, Ill., would be the next city approved. Dozens of other municipal hats are in the ring, including that of New York City. Whether much further expansion is on the cards may fairly be doubted.

MUCH speculation is current about the survival of the whole surplus commodity scheme in a world at war. Might not surpluses of food be expected to melt like snow before the fierce demand for them in the belligerent countries? And if it becomes possible to sell surpluses in a war market, will this not put a sudden period to their free distribution at government expense?

Some rather astonishing statements bearing on this point were ascribed to officials of the Department of Agriculture in a recent Associated Press dispatch. "By the time war buying shows any sizeable increase," they are quoted as saying, "American production could be expected to have expanded sufficiently to meet the extra demand in the case of most crops." This seems tantamount to saying, "Whatever demand arises, we expect an artificial surplus to be maintained."

Further on in the dispatch the statement is made that in the case of "luxury" foods, the situation is apt to be aggravated instead of relieved, since belligerents will reserve shipping space for necessities. Does this mean that the list of surplus commodities available for stamps (which this month includes butter, eggs, pears, apples, lard, dried prunes, raisins, dry beans, snap beans, onions, wheat flour, and cornmeal) eventually will be restricted to whatever is too expensive and perishable to be shipped overseas?

It seems fairly evident that marked changes may be effected within a few months. As the list of surplus items dwindles, some dissatisfaction may be expected to develop among relief recipients. Bear in mind that in order for the scheme to work, one third in monetary value of the foods consumed by each relief family must be chosen from commodities currently listed as "surplus." As this one third comes to consist of fewer and fewer items, two devices which have been incorporated in the plan are relied upon to keep the surpluses moving. One is the insistence on regu-

lar purchase of stamps at each monthly or semi-monthly period, on penalty of possibly being declared ineligible to participate in the stamp plan in the future; the other is the demand that empty stamp books be returned before new books can be purchased. The potentially coercive use of these devices is, of course, not apparent when a diverse, cheap and palatable list of commodities is available as has been the case thus far.

The stamp plan is a most ingenious device for serving divers economic aims of the administration. It is an enormous improvement on any method of food distribution yet developed. It has succeeded in pleasing both big and little business, as well as farmers, labor, and the unemployed. If there is a "catch," it lies far back in the area of price maintenance through government expenditures, and not in the local application of the plan.

If the stamp plan were to sweep the country, be extended to low income groups as well as to relief recipients, and include other consumption goods than food as has been contemplated, then far-reaching changes might come about in our monetary system and in our entire national economy. But this scarcely seems likely to happen with world conditions as they are. In any case, the stamp plan furnishes a colorful chapter in the history of public assistance; and must be placed to the credit of American good will, imagination, and practical organizing ability.

A State Conference Examines Its Anatomy

By NEVA R. DEARDORFF

Welfare Council of New York City

FOR a long time people have been asking questions about the New York State Conference on Social Work: what it is made of; what are the human materials that constitute it; what group, if any, "bosses" it; how has it changed, if it has, during the past ten strenuous years when almost everything has pulled away from former moorings. The conference secretary, Mary B. Holsinger, did not know the answers, but she herself was so curious that during the past summer she took time out from her other duties to try to find them.

Considerable information was available about the membership of the conference and about the registrants in its annual round of training institutes; what was lacking was information on the performers, on the persons who actually have managed and produced the conference and institute programs. Some people seemed to take for granted that public welfare officials had become the proprietors of the conference, with its management and programs largely given over to them. Other people thought that in the conference, case work interests have overshadowed other branches of social welfare service. Many upstate people believed that social workers from New York City dominated the scene, while the city folk thought that the upstate members were usually on top. Everyone thought that things had been changing one way or another. All sorts of generalizations were made with no data to sustain or disprove them.

Mrs. Holsinger decided to get that data. It was a nice little technical problem to devise a way to answer some of these questions, but she contrived a method that is comprehensible by even the least statistically minded person. The principal requirement was to establish a definition and classification of the jobs or assignments or chores performed by the conference participants. Mrs. Holsinger decided to call a year's service as an officer or a committee member, a unit of service; a paper delivered or other scheduled appearances on the program of the conference or of a regional meeting was also a unit. Work of officers and committee members was classified as planning; participation in conferences or institute programs, as execution.

Using this method of analysis she examined the affairs of and participants in the conference for the last ten years, that is, from 1929 through 1938. This is what she found:

Two thousand and ninety different persons, almost all New Yorkers, either from New York City or upstate, had helped in producing the conferences held during those years. Of these 596 had given one unit of service in the planning division; 584 had given one unit in the executive division. Of the total number of participants 524 were laymen.

Three hundred and fourteen persons had given two units in one or the other or both of the divisions; 223 had given three units; 107 had given four units; 266 had given five or more units. Two devoted souls had given over fifty units apiece—an annual average of five or more.

Altogether, the 2090 persons had given 5332 units of services; 2008 of these were planning services given by persons who did not appear on conference programs; 999 were program appearances by people who served neither as committee members nor as officers; but 2325 units were given by persons who served on committees or as officers as well as on programs.

EVERY county in the state was represented in the 2008 planning services. New York City showed only 225 units; Albany County only 78. Among the 999 program performances from people who gave that sort of service exclusively, 354 came from New York City and 145 from Albany. All but ten of the sixty-two counties also provided such units. Of the 2325 units given by people who were participants in both kinds of service, New York City had 608 units and Albany County, 516. Again all but ten counties—but not the same list—provided people for this dual kind of service. Only four of the fifty-seven counties outside New York City had had no program performer.

In none of the types of service did the units coming from New York City, which number 1187 out of the 5332 total, approach New York City's proportion of the population of the state or its proportion of the social welfare personnel of the state. Units of service of all types given by persons from Albany, the state capital, number 739, or about one seventh of the whole number given. It would seem that neither New York City nor the capital had been unduly prominent in the affairs of the conference. Erie County (Buffalo) rendered 342 units; Monroe County (Rochester), 409; Oneida County (Utica), 182; Onondaga County (Syracuse), 244; and Westchester County, 146.

When Mrs. Holsinger tabulated the types of agencies with which the people giving these 5332 units of service

were associated, she herself was surprised. Public welfare officials, state, county and municipal, were responsible for 1665 or about one third of the total work units; 562 of these units came from the State Department of Social Welfare and the Temporary Emergency Relief Administration. The many other tax supported state and local agencies supplied 799 units of which 334 were from probation, parole, children's court and correction officials. Federal agencies furnished sixty-five units. Remembering the number of New York social workers who have gone to Washington in the last ten years, that hardly seems enough units from them—to say nothing of federal officials of other origins. Personnel of voluntary agencies supplied 1855 units and lay persons, 948. Thus a total of 2529 assignments were conferred on officialdom in all of its bailiwicks and 2803 on the rest of the world. Family service agencies had registered with 301 units, bureaus of Catholic charities with 238, schools of social work with 137, councils of social agencies with 132, State Charities Aid Association with 101, Salvation Army with 14, to choose a few specific cases. Some contribution of service had come from all other branches of social work.

Has the balance between public and voluntary agencies changed during these last ten years? To answer that question, Mrs. Holsinger segregated the figures for the first and the second five years. In the first period, the ratio between units emanating from public and voluntary agencies (including laymen) stood at 40 to 60, and in the last five years at approximately 50-50. Even a person pessimistic about the fate of voluntary social work can hardly take alarm at that change, especially when it is recognized that in New York State so many of the public welfare officials have been recruited from the voluntary agency staffs and have been good conference participants because of this breadth of experience and length of perspective.

Mrs. Holsinger's figures answer many other significant questions, but enough have been cited to warrant the conclusion that during this last decade the New York State Conference on Social Work has "belonged" to the whole of the social welfare forces of the state. Its platform and its committees have been open to 2090 persons of all attitudes and beliefs, from all parts of the state, with all degrees of public responsibility. It has come as near to being truly representative of the people who have been building the agencies of social welfare throughout the state, as we can well conceive. Moreover, there is nothing in the picture to suggest that the character of this representation is not to continue. In any event, trends will be easily observable from year to year and if they appear to be getting out of hand in any way, they can be redirected. The composition of the conference has not been a sociological accident in the past and need not be in the future.

Training Schools That Train

By KATHRYN CLOSE

"We get the failures of social work."

THIS brief sentence, spoken by the superintendent of a state school for juvenile delinquents was intended not as a description of her young wards but as an indictment of a community attitude which regards the institution as a last resort after every other form of attempted rehabilitation has failed. In her voice was an edge of resentment for those who disregard the institution as a positive instrument for rehabilitation.

Last year the Osborne Association, a voluntary organization devoted to the study and improvement of conditions in correctional institutions, published a report of its survey of thirteen juvenile training schools in the West North Central States. The survey was essentially an unprejudiced fact-finding study which noted admirable conditions where they existed, but the findings brought to light situations in certain institutions inconceivably inhumane and backward, revealing that with a few honorable exceptions, the "schools" were run like prisons with the repressive disciplines of some of the worst of them. The Osborne report gives backing to the community worker who argues, "Given such situations isn't it our duty to keep children—no matter how delinquent—out of institutions?"

But what of those juvenile institutions that have been the trail-blazers, developing the standards on which the Osborne Association based its study? Should they too be disregarded as instruments of rehabilitation?

With this question in mind I visited four juvenile training schools in two eastern states, Connecticut and New Jersey. They were schools administered by leaders in the institutional field. In them, if in any, would be evident the latent possibility of the use of the training school as anything more constructive than a human dumping ground. My purpose was to see for myself the methods employed in progressive juvenile institutions, and to observe the trends they indicate.

First impact to hit my shoulder chip—an idea that public institutions are outmoded—was the realization that these four institutions are schools, boarding schools, with a twenty-four-hour-day educational program. In spite of their differences—and they are as different as the personalities that direct them—each is concerned almost entirely with the education of the individual child. Education is the crux of every phase of the school's program whether academic, vocational, recreational or disciplinary.

TO term the institutions "boarding schools" is not to imply a degree of "softness." Their superintendents have not let theory rob them of realism. They know that each child has brought with him an individual problem of such proportions that it has prevented him from making a satisfactory adjustment to society. Therefore, their schools are boarding schools plus, with the plus representing a program of individual treatment unduplicated in any school for normal children. They also know that each child, because of his instability, is a potential danger to himself and every other child. Therefore they insist on discipline and a program of constant activity. The latter is probably the most noticeable difference between the training school and the ordinary school. Even while comparing the amazing similarity between the physical setting of one of these schools and my own college, I was aware of something lacking. This, I presently realized, was the absence of idle groups of girls lolling under trees or strolling casually about the cam-

pus. In these schools every pupil is busy at an appointed task, either in the classroom or on a work assignment.

While these institutions are educational, their emphasis on individuality gives their program a social work approach. In both states the child's legal commitment is until the age of twenty-one. His length of stay in the school is determined by periodic classifications in which his progress in school work, vocational training, and conduct is considered, and in which psychological, physical and emotional conditions are important factors. These classifications also are used to determine any changes in the child's program within the school. Interim classifications may be made on the proposal of any staff member who feels that the child's program is in need of revision, or at the request of the child himself. The child's whole training program, the choice of his academic grade, his vocational classes, his work assignment, and, generally, his cottage placement are determined by these classifications. The studies are not employed as a means of lumping the children into types, but are strictly individual analyses which derive the rather misleading name "classification" from the fact that they are used as a basis of planning for the child.

Three of the schools I visited follow the practice of placing each new child in quarantine for a specified period. During this period, observations and tests are made upon which the first classification is based. The one institution which does not use the quarantine system places the child in a cottage at once on the theory that too many adjustments only add to the child's confusion.

THESE schools are built on cottage plans. In the cottages the children live in small groups which attain something of the family atmosphere. In them, too, the child finds a center for his loyalty. Two of the institutions—one in each state—make a very definite effort to have the cottage serve as a center around which a child can develop a sense of belonging, a sort of family pride. Competition between the cottages is based not only on athletic rivalry, although this is an important source of enthusiasm among the children, but also upon honors. In one girl's school the school banner—awarded in bi-monthly assemblies attended by all the children—goes to that cottage with the highest honor score, the score being an evaluation of such things as neatness of the cottage, general deportment of its group, lack of friction and other factors requisite to a harmonious family life. "Banner day" is not something superimposed by the staff. The children display a real interest in whether or not their cottage has a chance for the banner and—particularly on "banner eve"—are keenly aware of their cottage's score.

In one of the boy's schools, a flower show, to be henceforth an annual event, offers another focus for cottage pride. Cottages are judged on their general landscaping and horticultural achievements. All spring and summer long digging, planting and weeding goes on. In the fall when the gala day arrives the boys are rewarded not only with the realization of the beauty they have helped to create but with the personal satisfaction of being able to say: "Our cottage had the best glads" . . . "Our cottage got a prize for its coxcomb arrangements." And there are enough prizes and ribbons for every cottage. This sense of attachment, which is difficult to establish in a congregate institution, is held to be extremely valuable in restoring the stability of children whose homes, for the most part, have been such as to inspire anything but pride.

In the Connecticut institutions cottage assignment is based mainly upon the classification studies. Children never are grouped according to their offenses but according to where it seems likely, with their particular mental and emotional qualities, they can make the best adjustment. If experience shows that a particular cottage atmosphere is seriously hampering a child's adjustment, either because of incongeniality with the cottage parents or with the other children, a change is made. In these two Connecticut institutions there is no separation of white and colored children and, it is said, practically no trouble on the score of race prejudice. The only difficulty arising from the absence of racial separation is the cropping up of occasional "crushes," the white children for the Negroes, though these also occur among children of the same race. If these crushes appear to have homosexual origin the offenders are separated.

IN the New Jersey institutions, white children and Negroes have a separate cottage life, but they mingle for all the school activities. Authorities emphasize as an advantage the fact that this separation enables them to employ high grade Negro workers to supervise the colored children in their home life. This advantage, however, is only followed up in one of the schools, and there it is offset to some extent by other factors. Although the school's population is 50 percent colored, there are fewer cottages for the Negroes than for the whites, which makes it impossible to carry out cottage assignments for the Negro children with as much regard for the classification studies as can enter into the white children's assignments.

At one of the boy's schools visited, there is an ingenious arrangement for the grouping of children found to be exceptionally unstable, who would be miserable in any part of the school set-up. This takes the form of "an institution within an institution," called "the hamlet." The hamlet is a group of attractive, frame "doll-houses"—quite half a mile from the rest of the school. Here some twenty boys, who at the big school would be plagued by their companions because of some speech defect, physical disfigurement, or "queerness," or who for some other reason find it impossible to get along with other boys, have their own cottage, their own schoolhouse, their own shops. They have separate work assignments and mingle with the boys at the school proper only at entertainments in the auditorium.

Segregation has a meaning within institutions, far more formidable to the children than racial segregation or classified grouping. It is punishment segregation, practiced in only one of the four institutions that I visited. The problem of discipline, difficult in any school, is intensified in schools where every child is a problem child. All four schools have eliminated completely the theory that training schools are institutions of punishment. However, they recognize the necessity of maintaining discipline within the institution and the value of inculcating the habit of obedience.

To accomplish this the schools employ a variety of methods. The institution which practices punishment segregation has abandoned an old prison-barred segregation unit and uses the ground floor of the hospital instead. This, the school authorities maintain, impresses the boys with the idea that incorrigibility is a form of sickness, thus deflating the importance of being "tough." The other institutions use "punishment clothes" and rescind privileges. None of the institutions has corporal punishment in any form.

One of the girls' schools practices an interesting form of self-government. Here the focus of the whole training program is to fit the girls to become citizens in the outside world. Each cottage has a self-government council, consisting of a president, a vice-president and three other officers, all girls in good standing elected by their cottage companions. The officers meet once a week to discuss cottage problems and parliamentary methods with the self-government supervisor, a staff member who devotes full time to the work. At periodic intervals each cottage holds a self-government meeting to consider what shall be done to girls with "reports." The cottage president presides, and the girls, after careful study of offenses and skillful interpolations by the self-government supervisor, assign the penalties. The school authorities believe that this system impresses on each girl her responsibility to the group, a responsibility which they hope she will carry into the community. Though the three other schools reject self-government on the grounds that children, often essentially cruel, are not capable of judging one another, authorities of this school maintain that the careful supervision by their self-government adviser eliminates any possible unfairness.

Outstanding is the impression a visitor receives at any of these four schools of the easy, pleasant relationship between the children and the staff. In one school, with 180 girls, each member of the staff including the superintendent knows every child personally. In all the schools, no one is too busy to stop and say a friendly word to any passing child. In turn the children's greetings appear frank and spontaneous. That the relationship is not superficial on the part of the children was indicated by the cottage party given for a favorite staff member on the night of my visit. That it is sincere on the part of the staff members is indicated by their willingness to devote one night a week of their "spare" time to conducting hobby clubs.

"AN institution is only as good as its staff," says an authority in the field. The theories offered on this subject by the heads of the institutions visited would fill a book. But underneath them all were two fundamentals. First, the staff member must be a specialist in the field in which he is employed; if a teacher, he must have a state teacher's certificate; if a parole officer, he must be a trained or experienced social worker; if a carpenter, he must have skill at his trade. Second, in addition to his special qualification, each staff member must have the patience, insight and judgment necessary to get along with difficult children. The carpenter and plumber, under whom the children are assigned to work, need these characteristics as much as the classroom teacher. Said one of the superintendents: "The first test in the final selection of a staff member rests, of course, on the judgment of the superintendent; the second, and by far the hardest, in the judgment of the children." The children put every new staff member through a severe ordeal, practically hazing. Only when he has passed an indefinable test do they relent.

In any consideration of institutions it is evident that their progress or stagnation hinges on the question of qualified personnel in the policy forming staff. In those middlewestern states where certain schools were "exposed" by the Osborne Association, the appointment of superintendents was largely political. This resulted not only in lack of qualified direction in the schools but also in a lack of the stability and continuity of administration necessary to long term planning. On the other hand, no one could talk to any of the superintendents of the New Jersey and Connecticut schools without catching a sense of competence and understanding of the job. These superintendents were in every instance selected by a lay board which serves without compensation and with terms long enough to overlap the terms of several governors. One of them is an educator recruited from the academic world; two are social workers, one from the family field, the other from a public welfare department; one is an institution career man who worked his way up from other staff positions. Their backgrounds, personalities and methods differ, but their philosophies are essentially the same.

ALL of them are searching for answers to the same questions: granted that a good institution exists—and these superintendents believe in their work—what is its place in the community? Must training schools for delinquent, but otherwise normal, children be crowded with mental defectives because other institutions are full? Are various "try-outs," to "save" a child from commitment, good for the child? One superintendent told of many children saying on their arrival at the school: "I'm glad to be some place I can stay for a while."

Another question which keeps hammering at these men and women who believe in the institution as a constructive force is how to extend their tested experience and policies to the places where they are sorely needed, how to leaven what the Osborne study indicates is a pretty sodden lump. They are not too patient with social workers "on the outside" who look down their noses at the mention of institutions, without differentiating between them or really knowing much about their philosophy or methods. Is it not the obligation of community social workers, these superintendents ask, to inform themselves about the institutions, to develop public confidence in the good ones and to aid in strengthening the poor ones?

"Social workers in this day and age show little awareness of the opportunity for professional careers afforded by juvenile institutions," said a public welfare official. "Good superintendents are practically impossible to find. About the only way to get one is by robbing some other institution. Civil service has not solved the problem of selecting persons with the nice balance of educational background, social philosophy, practical experience, administrative competence and personal characteristics which these responsible positions require. Most schools of social work have little concern for educating and training students for this field, although its needs are evident. How can our institutions measure up to social work standards unless social workers themselves take a part in shaping their policies and practices? How can they progress in their social standards if they are ignored?"

My visit to the four training schools in Connecticut and New Jersey convinced me that there is ample reason for pondering these questions. What I saw was not perfect—few machineries for dealing with human beings are. But I did see institutions within which the potentialities of each human being are regarded as well worth an effort toward development; institutions where policies are based on the dignity of every child, no matter how "hopeless" he has appeared to others. These schools are demonstrating that conditions deplored by the Osborne Association need not exist; they are proving that the training school can be a constructive social force, an instrument for individual rehabilitation.

Prospecting for Social Security

By VIRGINIA STARKWEATHER

Welfare Department, White Pine County, Nevada

PROSPECTING for social security in White Pine County, Nevada, is pretty rudimentary; we have no rich vein of aroused civic consciousness to open up, no developed social resources to tap. Some people imply that we lack any chance for salvation. A sister of one of our clients wrote: "I haven't heard from my brother in fifteen years, but White Pine County is just where I'd expect him to be—out where gambling, drinking and everything is wide open."

On our Main Street we have seventeen saloons and gambling houses, as well as a red-light section. We're wild west and typically frontier. We work hard and we play hard; we drink and we gamble. We throng Main Street on Saturday night and pay days, trying to forget that we're poor and insecure. Our town is wide open, and when we ride, we ride high. It's the limit or nothing, or, as we say, "Chicken today and feathers tomorrow." Gambling and prostitution are legal; all gambling debts must be paid. Up until 1937, however, it was illegal to give any form of public relief. Someone has said that pioneers have horse sense, card sense, and money sense, but not a particle of social sense—and that surely describes us, all the way 'round.

WHITE PINE COUNTY MAY BE NOwhere to many of you, but without crowding we can tuck between our county lines all of Rhode Island, Delaware and Connecticut. We're high among beautiful mountains, but we work under them, in the mines, for our living. We have the largest man-made copper pit in the world. Seventy percent of our taxes come from two mining corporations and the railroads. The latter now employ 2753 of our men. Housing, living, health and working conditions are excellent for the skilled and regular employes of the mining companies, but for the casual and migratory workers they are not adequate for decency. The fact that there is little permanency of residence in mining camps makes property owners reluctant to build houses to rent. The workers themselves do not have the cash to build homes.

It has been said that there are no slum conditions in the West. It seems to me, however, that the only difference between the East and the West is that we have more fresh air in the West.

Ely, our county seat, has schools, churches, lodges and civic clubs and many forms of social activity highly beneficial for the people who participate in them. But many of the casual and migratory workers do not have any contact whatever with these things.

ONE GROUP CERTAIN TO NEED PUBLIC aid are the men who are trying to mine on a small scale. Their income always is uncertain and generally small. Their families often lack the simplest necessities of life, and since they live in isolated, remote places, the element of distance makes it difficult for them to get such social service.

There are 168 farms in White Pine County; the farmers largely Spanish and French Basque. Deeply in debt, because of unwise expansion or investments or because of drought and low commodity prices, a large number of these farmers have been forced on WPA. Distances make any service to them arduous and expensive. Doctors charge a dollar a mile for day visits; $1.50 a mile for night calls. If a body lives twenty-five or thirty miles out in the country, the chances are he'll probably die without the help of a doctor; and that's not meant to be funny, because that's really about the way it works out. Things being as they are, doctors usually aren't called unless it's a dying matter. When sickness overtakes our people the situation is pretty tragic. As one old miner said: "There's just one thing to do when a fellow gets sick, either get married or go to a hospital." But in White Pine County women are scarce and hospitals scarcer. Our two major health hazards are tuberculosis and silicosis, both of which call for education in prevention, rather than for medication.

But I have been asked what the social security program is accomplishing in White Pine County. Specifically, it is giving a small measure of security to 146 old people under the old age assistance plan. A public health nursing service has been set up in the state, with a nurse to each of the seven districts. The nurse in our district covers an area of 15,000 square miles. Impossible as her job might seem, a marked improvement in general health conditions has resulted from her efforts.

NEVADA HAS NOT YET AVAILED HERself of the aid to dependent children part of the social security program. We feel pretty desperate about the plight of our children whenever we allow ourselves to think about them. We have one state orphans' home. Mothers' pensions and any aid to dependent children are left to the county. Resources for the care of tuberculous and feebleminded children are practically nil. Our communities are not educated to the value of foster home care for dependent children. Aid to the blind is still a county responsibility. We are obliged to admit that our present social welfare efforts are not the outgrowth of any community sense of social responsibility, though we see signs of a budding of that sense.

It is apparent that social security in White Pine County is, as yet, more a well-intentioned gesture than an accomplished fact. We are still in the prospecting stage; but rough as our product may be and unskillful and experimental as our professional efforts may be, we are encouraged and motivated by the vision of something better, just as the prospecting miner always has before him a vision of the final rich strike. We are not too credulous, however, and we'd trade our stake in Utopia for present aid for our dependent children, for our mothers, for the blind, and for more health services.

Survey Midmonthly will welcome from workers "at the grass roots" brief accounts, such as this, of the setting in which they function. This vivid portrayal of White Pine County, Nevada, was one of four such word pictures presented at a session of the National Conference of Social Work in Buffalo. In Miss Starkweather, Nevada had its first representative on a National Conference program. In appreciation of this distinction the state chipped in on the expenses of her trip to Buffalo.

MISS BAILEY GOES VISITING

"You Can't Push the McGuires"

By GERTRUDE SPRINGER

With this article *Survey Midmonthly* renews a series of articles long familiar to its readers in which "Miss Bailey," traveling about the country, turns seasoned, experienced eyes on social work at the grass roots. Coming: "Almost Everybody Knows Best"; "Home Is Where the Law Says It Is."

"MISS THOMAS, Eva's come back." From the consternation on the secretary's face and from the stricken way Miss Thomas said "Eva!!" Miss Bailey recognized a bombshell. Only a bombshell, she was sure, could have broken in on the hour which Miss Thomas had safeguarded for her. Miss Bailey had traveled long miles for that hour, for the chance to hear at first hand the story of how child welfare services were sending down delicate but promising roots in a "stern and rockbound" New England community. But now Eva, whoever she might be, was back. The hour, probably, was gone, but in its place was the chance to see Miss Thomas in action.

Hard on the heels of the worried secretary came Eva, her weedy, thirteen-year-old body shaken with sobs that broke into wails at sight of Miss Thomas: "I won't stay there. I want my mother. I want my gramma. I want to go ho-ome."

Miss Bailey suffered for Miss Thomas. This was no scene for "company," but obviously there was nothing for Miss Thomas to do but deal with it.

Under the influence of a dry handkerchief and a gulp of water, Eva quieted down. She couldn't sta-and the summer camp . . . the girls were mean to her . . . the lady picked on her. . . . "Don't sco-old me."

"Why should I scold you?" Miss Thomas was as calm as a June day. "You wanted to go and then you wanted to come home and here you are. How did you get here? Hitchhike? (A hang-dog nod from Eva.) Well, run along home now."

"But," Eva hesitated, "Ain't you coming with me? Ain't you gonna tell my mother?"

"Why no. You're the one who wants to see her. So run along and see her."

Miss Thomas, as the door closed behind the slightly deflated Eva, made a brave attempt at recovery, "Now, where were we? Oh yes—the selectmen. . . ."

"Oh let the selectmen go," said Miss Bailey hastily, "tell me about Eva."

Eva, it seemed, was the not-quite-yet problem child of a family that for three generations had nonchalantly defied every town standard of decency. "They're called 'the McGuires,' though an old man is the only one of the name. No one knows how many of them live in that tumbledown old house on the river. There's Great-grandsir McGuire, who still gets drunk and disorderly, and another disreputable old man who may be either a brother or a cronie; there's Great-grandsir's daughter, she's Grandma, a scandal in her day, whose old 'boy friends' keep turning up for indefinite stays; there's one of her ex-husbands who lives in the barn with an alleged cousin and a feebleminded young woman, who may or may not be the ex's daughter. And then there's Mrs. Benson, Eva's mother."

Miss Thomas' tone told Miss Bailey that here was the rub. "She's the most cheerful and plausible human that ever lived. When her husband was committed to a veteran's hospital five years ago she and her three children came home, promptly followed by a 'boy friend,' equally cheerful and plausible. He works just enough to get by, but the old folks and children adore him and Mrs. Benson says she may marry him if she gets a divorce. The children are perfectly normal kids.

"When I came here last year to 'demonstrate' child welfare services in a community that only faintly suspected it needed them, 'the McGuires' were laid in my lap with, in effect, 'Now let's see you do your stuff.'

"Of course there was no case record of the family but the townspeople told me plenty. All through the generations this family had been periodically 'on the town.' No one knew what the cost had been in food, medical and institutional care, in 'birthing' and burying. And now the town saw a fourth generation, Mrs. Benson's children, coming along. 'Somebody ought to do something.' "

"And you were that somebody?" put in Miss Bailey.

"Well, wasn't I? The Social Security Act says: '. . . for the protection and care of homeless, dependent and neglected children and children in danger of becoming delinquent,' and the U. S. Children's Bureau and the State Welfare Department have put me here to do that job. If the Benson kids don't need protection and prevention, who do?

"FROM the beginning, I have tried to make it clear—only it hasn't stayed clear—that the morals and the way of life of this family were no responsibility of mine except as the children were affected. My problem was how to get at the children, how to 'protect and prevent' in that particular family setting. It was up to me, and me alone. Our people don't want children to suffer cold and hunger, but beyond that we're not very concerned. And as for the McGuires, the town was ag'in them, root and branch.

"I suppose I could have barged in, gone to court and removed the children from the home. But I was not sure that the community would stand behind me—people are funny; they shrink from going to court and swearing to things that for years they've talked about as facts—and I was far from sure myself that it was the right thing to do."

Miss Bailey knew that feeling. Even now, after her years in social work, she was "far from sure" of herself in any action that involved the lives of other people.

"But you had to make a start?"

"Yes," went on Miss Thomas, "and Eva seemed to be the place to make it. She's coming to an age when the way of life in that house on the river, let alone its appalling dirt and disorder, certainly is not good for her.

"Don't think I didn't try to do something about the home, especially its sodden poverty. But that meant more relief from the town and I was up against a stone wall. I had to concentrate somewhere, so I concentrated on Eva. Her best chance I thought would be in a simple decent home, in another community, where she could work for her keep

and go to school. By luck I knew of a home that filled the bill and that agreed to take her.

"Now, of course, I wanted some backing for my neat little scheme from townspeople who had had Eva and her tribe on their minds—and necks—long before I came on the scene. So I went to the selectmen, the minister, the school teacher and so on. They listened, and that was about all. It would be a good trick if I could do it.

"Then I went to the house on the river. I'd been there frequently before and knew as many of the tribe as you could lay a finger on at any one time, but at the first faint suggestion of doing something about Eva I found myself facing a mass meeting. Even the dogs joined in.

"We didn't get very far that first session, or the second, but little by little my proposal took hold. Eva, at first indifferent, began to see herself as a heroine.

"AND Miss Bailey," Miss Thomas leaned over the desk in her earnestness, "you can't imagine the solidarity of that family. It wasn't just a front against a hostile community; these people stood together because, after their own fashion they loved one another. Yes, I mean *love*. Back of all the sordidness was an unshakable family bond and a sort of harmony and ease in everyday life that I couldn't believe. You have to take that into account, don't you?"

Miss Bailey, remembering her life-long preachments on family strengths, agreed that you did, and added, "You had to do a lot of waiting and listening, didn't you?"

"Did I!! And don't forget that I felt the townspeople around in a sort of cool, aloof circle, watching the performance. There's no privacy to case work in this town. Believe me I know now what is meant by the need for training and insight. I needed a lot more than I have.

"Well, the upshot was that the McGuires agreed, undoubtedly by the discussion method, to let Eva 'go away to school,' as they put it, and finally the great day came when all clean and combed and twittery she climbed into my little car after a leave-taking like a bride starting on her honeymoon. When I got home that night I felt like Hannibal after he crossed the Alps.

"As I let myself into the office next morning, the phone was ringing. Yes, you've guessed it. It was Mrs. Cope, the foster mother. Eva had eaten a good supper, helped with the dishes, settled herself in her little room and gone to bed. And now she was gone, bag and baggage, and what should Mrs. Cope do about it. Have you ever had a brick like that fall on your head?"

Miss Bailey's nod sent Miss Thomas on with the story.

"Before I could decide what to do first, in walks Eva, full of tears and dust and homesick misery. She'd climbed out the window and walked and wept through the night, until, at daylight she got a hitch into town. All I knew to do with her was to clean her up a little and take her home. To my surprise and certainly to hers, her welcome was not enthusiastic. Seeing that her people took with a grain of salt her story of Mrs. Cope's 'meanness,' I pulled out to let the family work it out by themselves.

"The next day Mrs. Benson, always cheerful, came in to tell me that Eva wanted to go back to the Copes.

"That time Eva lasted two days; the third time—yes, the long-suffering Copes consented to a third try—she lasted only one. The town had plenty to talk about.

"Perhaps at that point I should have given up my plan for Eva, certainly it didn't seem to be getting any forwarder. But curiously enough the McGuires didn't want to. We agreed, however, that she mustn't go back to the Copes. Perhaps a summer camp, with a lot going on, might be a less dislocating change for her. Anyway we all, including a perennially penitent Eva, agreed to try it, and by hook and crook I wangled her into the camp in the woods that the state American Legion supports. Two days ago I took her there and today she's back. Oh, wait a minute, I must let the camp know she's here."

Miss Thomas hung up the telephone with a resigned headshake, "The same old story. She seemed perfectly contented, but this morning she wasn't there. They've been hunting for her. And now, what would you do?"

Miss Bailey hadn't the slightest idea. She and Miss Thomas agreed that a plan was only good if it worked and this one hadn't. To come dramatically home had become an act for Eva and to take her back to camp would only give her a further chance to stage it. Miss Thomas thought it might not be so simple this time for Eva to square herself with her family. They were getting tired and, in their way, a little ashamed of her performance.

"I suppose," said Miss Thomas thoughtfully, "that the McGuires will have to work this out their own way, with me standing by until I'm wanted. Certainly that household is no place for a thirteen-year-old girl, but someway . . . a family strength is there that we ought to be able to build on for Eva and for the other children. I don't believe you can help them by bucking it, but what to do next."

"Why do anything right away?" countered Miss Bailey. "Why not practice watchful waiting? The family now is seeing Eva as a person and is having some slight stirring of responsibility toward her. That plan of yours wasn't a washout if it has accomplished that much. Sit tight for awhile; keep in with the family; take it for granted that they want advantages for Eva, but let them make the next move. You'll not get anywhere pushing the McGuires."

"BUT the townspeople," faltered Miss Thomas, only slightly comforted, "I can just hear them, 'Can't see as that new-fangled social worker can do any more than the town's been doin' for forty years.'"

"I wouldn't let that worry me too much. You can't push the town either. But I always have found it a good idea to beat a story on its rounds. If I were you I'd put on my hat and run, not walk, with the story to the selectmen and the minister and the others you consulted in the first place. But keep your chin up; show them that you haven't pulled down your sail, but are just making a new tack."

This visit, Miss Bailey told herself as she walked down the street to where her car was parked, hadn't turned out the way she had anticipated. Few of her visits did. She had come expecting to hear more or less formally about how the new federally sponsored child welfare services were taking form in this tradition-bound community. Instead she had been let in on a case which held all the elements with which this or any other case work service must reckon, whatever its setting. Here were habitual poverty and deep-rooted community mores, family strength and family weakness and a new generation growing up with no footing at all in the "American way of life."

As Miss Bailey turned the key in her car she figuratively took off her silly new fall hat to the young women, and men too, who, armed with sound principles, courage and common sense were doing a job as pioneer as if they moved about in covered wagons. "They're carrying the torch—God bless 'em."

The Common Welfare

Warnings

WELL worth emphasis are remarks made by Col. F. C. Harrington, Work Projects commissioner, in a recent radio address. Sticking pins in the inflated dreams of those Pollyannas who can see the "bright" side of the European war—an expected employment boom in this country—he pointed out that war goods production can be counted on to reduce our total employment only by about one sixth. This would not even be enough to take care of the 600,000 new workers entering the labor market each year in excess of older workers leaving. Aware that even a slight boom will increase the ever present pressure to eliminate WPA, the commissioner reminded his audience that only a negligible number of the 1,300,000 released from WPA during the past year have as yet been absorbed by private industry. He estimated that in addition to the two million workers now on WPA and the 600,000 new workers, there are approximately eight million unemployed in the country. Said he: "Provide real jobs for WPA workers and you can have them and welcome. But do not ask us to dismiss any more workers because of predicted jobs to come from the European war."

Colonel Harrington also warned against relying on a war boom which can be followed only by "economic dislocation." He maintained that there is still plenty of public work that needs to be done in this country—low cost housing, flood control, conservation—which could be made into WPA projects to the advantage not only of the unemployed but of business and industry. "Our democracy will be more secure if the economic and social well-being of this country is grounded on the making of things for our own citizens to use and enjoy—and not on the misfortunes of Europe."

Student Finances

STUDENTS' opinion as to methods of financing their education is set forth in a report submitted to President Butler of Columbia University by Dean Carl W. Ackerman of the Graduate School of Journalism. It is based on a poll taken by Professor Elmo Roper of the Journalism faculty, covering a cross-section of students in fifteen universities.

Replies from questionnaires and personal interviews indicate that: the largest group, about 42 percent, prefers part time employment; over 32 percent, scholarships; about 14 percent, loans from the university or from private sources; only 7 percent, state or federal aid. To a second question: "Are there any of these forms from which you think students *should not* receive financial assistance?" the report states that 5 percent oppose part time work; 24 percent, government aid; 27 percent, loans. The report includes no definition of "part time work" nor of "government aid," and does not state whether definitions accompanied the questions.

Whatever the validity of the inquiry, this report of its findings is apt to mislead, since it is at no point related to the current situation. It implies that "government aid" could be provided only in the form of "doles" and disregards the fact that last year more than 88,000 young people were able to remain in college or university through government aid—part time employment financed by National Youth Administration grants. This year, an increased appropriation will mean an enlargement of this program. At Columbia University, where in 1938-9 there were 4173 students in the NYA age group (sixteen to twenty-four), the NYA quota was 375. Applications exceeded this figure.

The report fails to give student opinion on government aid in the form of part time employment; nor does it make clear the differences in opinion, or even whether any difference in student opinion exists, as between wages for part time work from this source and part time wages paid by the fraternity-house steward, the college book store, or the Kampus Klothes Shoppe.

Footnote to War

RECENT headlines have tended to obscure the plight of the refugees from Spain who are now crowded into military and civilian camps in France. They number 315,000, another 10,000 in Algeria. Seventy thousand of them are children; 167,932 are former Spanish Republican soldiers now in special French military concentration camps. The rest are women and older men. To date, less than twenty thousand have been settled in Latin America, although there is the prospect that between now and November twenty thousand more may follow them. Those who are left behind are living in frightful squalor in the temporary camps and upon the meager subsistence which France has provided. Urgent cables have been received by the Spanish Refugee Relief Campaign, 381 Fourth Avenue, New York City, which, in cooperation with other agencies in other countries, is attempting to raise funds for food, medical care and other immediate necessities in the camps. Few of the refugees can safely return to Spain; indeed, their number is daily increased by newcomers who manage to flee from the present Spanish government. The United States quota of the Spanish Refugee Relief Campaign is a million dollars. The campaign committee announces that 100 chapters are functioning throughout the United States in the drive for funds, spurred on by cables stating that if support is not immediately forthcoming, the French government will return 50,000 to Spain despite the treatment which they expect there.

At a recent meeting of the Social Workers Committee to Aid Spanish Democracy, decision was taken to continue actively as a participating organization in the present relief campaign.

Government Employes' Union

TWO hundred delegates attended the first national convention of the State, County and Municipal Workers of America meeting in New York City as this issue goes to press. Among the problems scheduled for discussion are increases in the "static wages" of public employes to cover wartime rise in the cost of living; and the extension of social security and labor legislation to include workers in the public service.

The union was chartered by the Congress of Industrial

Organizations in July 1937. At that time, it included ten locals and had 8000 members. It now has 231 locals, and more than 50,000 members. Since its establishment, the union has functioned under policies formulated with the guidance of the CIO. Its leaders, Abram Flaxer, president, and Henry W. Wenning, secretary-treasurer, were appointed by the parent organization. At this writing, delegates to the convention are drawing up a permanent constitution, and will then proceed to the election of national officers and executive board members.

One of the chief addresses at the convention was given by William Hodson, New York City's commissioner of welfare. Mr. Hodson listed four basic rights of civil service employes as the right to organize, to seek redress of grievances, to know specifically the standards of performance expected of them, and protection against unjust dismissal. He described the "staff relations unit" and the "impartial hearing board," through which his department seeks to implement these principles. He added:

> So long as persons are added to the public payroll or taken therefrom by reason of political changes or to satisfy the whims of elected or appointed officials who hold power for the moment, there can never be a real career service, because a career should rest upon ability to do the work at hand and should not be jeopardized by considerations which are wholly extraneous to good performance. Security of tenure should be the reward of efficient discharge of duty which neither personal prejudice nor partisan advantage can destroy.

In the Same Boat

DOGS and humans vied for attention at the recent convention of the American Humane Association where proposals were made for keeping track of both. One speaker suggested that the association set about tagging some 300,000 persons, "many of them gypsies," who roam the country today. Another felt that society would benefit by the "noseprinting" of dogs which somehow would save them from theft. The dog-lover had his plan worked out in far greater detail than the "gypsy" tagger who seemed somewhat at a loss as to how to catch his taggees. A possibility which apparently did not occur to him would be for the agencies concerned with humans to borrow dog-catchers from those concerned with animals.

The Army and the CCC

WHILE youth abroad is mobilized for war, thousands of young Americans are being mobilized for peace and conservation in the 1502 camps of the Civilian Conservation Corps. But with the outbreak of European war, the question of providing military training for CCC enrollees is being increasingly agitated. Outwardly, at least, the Corps is more completely civilian than it hitherto has been. Until a few months ago army officers administered the camps. But when last spring a "rider" on an unrelated act of Congress extended to army reserve officers on active duty the same death and disability benefits as those accruing to the families of regular army men killed or disabled on duty, civilians superseded army officers as camp administrators. Pacifist groups were elated by the result of the "rider," though they played no part in its passage.

Proponents of optional military drill for the 300,000 CCC enrollees argue that it would be purely voluntary; that it would give these young men opportunity to lay the groundwork of a military education; and that to have a large body of youth partly prepared in case of need would be a national asset. Critics hold that one of the great values of the Corps has been the emphasis on creative, not destructive, activities, and that to include drill on any basis would be a step in the direction of universal military training in this country.

Robert Fechner, CCC director, insists that the emphasis of the Corps will continue to be on the rehabilitation of jobless young men, and the conservation of the country's natural resources.

However, there is nothing in CCC legislation which would prohibit military training in the Corps. Public opinion will undoubtedly be the factor that determines whether or not the enrollees turn from tree planting, erosion control, trail making, to the manual of arms and bayonet drill.

Tourist, 1939

TIME: the month of September, 1939. PLACE: England, the High Seas, and the U.S.A. A glimpse of the world of today as seen through the experiences of one American traveler. . . . A steady stream of children being evacuated in England. For three days mothers grimly holding onto their smiles as they send their boys and girls away. The declaration of war, and these same women bidding goodbye to their men in uniforms setting out for an unknown destination. The English, and foreigners, too, calm, hastening to obey orders to secure gas masks at once. A sudden air alarm followed by anti-aircraft shooting. Nightly blackouts. Advice given here and there to a confused American. . . . Ten days later, embarkation on an American ship, the fortunate holder of a ticket calling for a cot in a hastily improvised dormitory in the bar. . . . Two "peaceful" days at sea on a ship carrying twice its normal capacity of passengers. Suddenly an S.O.S. . . . 250 miles away was a British freighter attacked by a submarine. A quick decision by the captain to retrace his course . . . the rescue of a crew of thirty-two who have spent twelve hours in two life boats. A helping hand in collecting clothes for this new type of refugee. . . . Another "peaceful" week on the ocean. No blackouts, but searchlights playing on the American flags flying from the mast and painted on both sides. Passengers adjusted to the lack of ordinary comforts, nerves less tense because of "what might happen." America, at last, and the plunge into professional preoccupation with immediate human problems resulting from the new war.

When Bertha McCall, of the National Travelers Aid Association, got to her desk the morning after she landed from her "vacation," she found it piled high with inquiries from relatives and friends of the rescued seamen and from a host of other folk who turn to Travelers Aid for help. Here was an English woman who wanted to get her four children to San Francisco kinfolk "for the duration," while she herself hurried home to drive an ambulance; here was a telegram from the Middlewest: "Please meet and take care of my grandmother. She was on the *Athenia.*"

Four days after landing, Miss McCall was back at the dock, meeting and helping to take care of "my grandmother" and 150 other survivors of the *Athenia.* Said she, "All in the day's work of a travelers' aider."

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IN A SPECIAL ELECTION ON NOVEMBER 7 CALIFORNIANS again will vote on "$30 every Thursday or ham and eggs for the seniors," a scheme for old age pensions defeated last year by an unimpressive majority. The issue, fiercely debated, is expected to bring out an all-time high of voters.

The Social Front

Among the States

PERSISTENCE has proved its value in Wisconsin where social workers last spring refused to give in to discouragement when much of the state's hard won welfare set-up was swept away. [See *Survey Midmonthly,* March 1939, page 84.] Last month, after a struggle which lasted throughout the summer, another reorganization bill, backed by the State Conference of Social Work, was passed by both houses of the legislature. The new act establishes a department of public welfare under a seven-man, non-partisan board appointed by the governor and confirmed by the senate. The department's director will appoint heads of the four divisions: public assistance, including general and categorical relief; child welfare; mental hygiene; corrections. All other staff members will be under civil service. A three-man parole board will consist of the director and the heads of the divisions of mental hygiene and corrections. To pave the way for this set-up the act abolishes the old public welfare department, the pension department, the departments of mental hygiene and correction, the board of control and the old parole board.

Toward Efficiency—In Rhode Island, a merger of state unemployment relief and social security staffs is under way. Coordination is expected to increase efficiency in handling the enlarged case loads resulting from WPA layoffs. By the new plan the state will be divided into nine districts under four supervisors directing unemployment relief, old age assistance, aid to dependent children and aid to the blind.

Alien Restrictions—Just who will be left "holding the bag" is a question demanding the attention of public and private agencies in Pennsylvania, where tightened residence and citizenship requirements have been incorporated into the revised public assistance law. Study of the law makes it apparent that there will be many persons within the state whose ineligibility for relief will be unrelated to need. In addition to imposing a state residence requirement of two years for all relief applicants, the law bars aliens from relief unless they have filed, since 1937, declarations of intention to become citizens. Moreover, after January 1, 1940 only those alien applicants who have filed declarations of intention between January 1, 1938 and January 1, 1940 will be eligible for general assistance. Though the provisions are not retroactive they apply to reopened as well as new cases.

Already the Pennsylvania county assistance boards are finding that delays by the U. S. immigration authorities in issuing certificates of intention threaten to eliminate many persons from the possibility of receiving relief in Pennsylvania. The International Institute at Pittsburgh has prepared a memorandum indicating other points where the requirements of the state appear to be at variance with the federal law. Aware of the situation, the State Department of Public Assistance has implied that the relief problem raised by the revised law can only be met by private agencies and has suggested that they must re-define their function.

Old Folks at Home—A farewell to poor farms is in order in Arkansas where an experiment is under way to transfer institutional inmates eligible for old age pensions to private homes under state supervision. Though the experiment is now being confined to one county, it is planned to make it statewide. Approximately 400 of the 710 persons now living on county poor farms would be affected.

In Vermont one third of the poorhouses or town farms have been discontinued since the inauguration of the old age assistance program late in 1935. In 1936 there were thirty-six city, town or district poorhouses. There are now twenty-six. However, the old age assistance case load faces reduction as the state funds appropriated for this purpose for 1940 are $25,000 less than for 1939.

No More Liens—A new amendment to the Ohio old age assistance law makes it necessary for the state to return liens valued at $15 million to old age assistance recipients who request them. According to the law the state no longer can mortgage the property of an OAA recipient. Upon his death, however, the state can put in a claim against his property up to the amount paid him in grants.

Paternity Tests—A recent law signed by Governor Moore made New Jersey the fourth state to authorize the ordering of blood tests in cases of disputed paternity. Other states where the tests may be used as legal evidence of non-paternity are Ohio, New York and Wisconsin. Under the New Jersey law the tests must be made by qualified physicians appointed by the court.

Time Study—Eight Alabama counties are participating in a sample study to measure the percentage of time spent by workers on the various programs administered by the county welfare departments. The conclusions will be used as a basis for allocating administrative costs "until such a time as there is a change in program or in administrative set-up."

In Print—A revised compilation of the social security laws of the state of Washington has been issued by the State Department of Social Security to take into account changes made by the last legislature. [See *Survey Midmonthly,* June 1939, page 183.] From the Department, Olympia, Wash.

Child Welfare

PREPARATIONS for next year's White House Conference on Children in a Democracy continue as its organizing group enters the sixth month since its first general session last April, under the leadership of the U. S. Children's Bureau. Within that period a staff has been assembled by the conference's research director, Philip Klein; the proceedings of the initial session have been published; small groups of conference members have met to discuss such specific subjects as housing in relation to child welfare, relief and social security, health and medical service, recreation, social protections, guidance and care. Throughout the group discussions certain points were followed as a guide: the nature of the democratic life; the needs of children and standards of care; opportunities and services available for meeting these needs in various regions, economic strata and population groups throughout the country; difficulties in the way of attaining desirable opportunities and services; specific proposals for action.

Last Summer—Nearly 400 Negro children enjoyed camp life last summer as the result of the persistence of the Pittsburgh Urban League and the cooperation of other social agencies in the city. The camp used was one of several developed by the National Park Service to serve the residents of the Pittsburgh area. A year ago, when an individual in the community promised to finance a camp program for Negro children, the Urban League spoke for the use of one of the government sites. When the financial promise failed to materialize, the league called in the cooperation of the YMCA, the YWCA and two neighborhood houses. Together, the five agencies, through a special soliciting campaign, raised enough money to carry out the program. The project, named the James Weldon Johnson Camp, was operated for

four twelve-day periods during the summer. In each period the camp entertained a minimum of ninety-two children, most of whom never before had had such an outing.

Homes vs. a "Home"—Another children's institution scheduled for the auctioneer's block [see *Survey Midmonthly,* January 1939, page 24] is the Marion County (Indianapolis) Colored Orphans Home in Indiana. Since the County Welfare Department took over the operation of the institution April 1, arrangements for the care of all ninety-eight children have been made elsewhere. The majority have been placed in foster homes or reestablished in their own homes, but some of the older charges (there were six over twenty-one) have been enrolled in the CCC or aided by the NYA. In a survey made at the time the plans were begun, no court records of commitment were found for half the children. No more than five of the group were found to be full orphans, but in many cases all contacts with relatives had been lost.

From Coast to Coast—Latest news in the spread of child guidance facilities concerns the recent grant made by the Commonwealth Fund of New York to Stanford University's School of Medicine at San Francisco. The university will receive $10,000 a year for three years to finance a child guidance clinic under the joint direction of the school's departments of psychiatry and pediatrics.

Cooperation—This month marks the beginning of an experiment in mutual aid between two agencies for children in Michigan. At Ann Arbor, services of the psychiatrist of the Michigan Child Guidance Institute have been made available to the Michigan Children's Institute in return for board and lodging for some of the children brought from out of the city for examination at the Child Guidance Institute. The arrangement will be reviewed for appraisal at the end of the month.

Rural Guidance—Organization of Oregon's traveling child guidance clinics, pioneers in extending child guidance to rural areas, is described in an article by Allan East which recently appeared in the *Commonwealth Review.* Created by a legislative act in 1937 the program was begun with a biennium appropriation of $24,000. Administration was put in the hands of the University of Oregon Medical School which divided the state into districts, each with a small urban community as a district center. From these centers emanate requests for help in organizing child guidance services and their extension to surrounding rural areas as well as for surveys to determine the need of such services. Though the state staff includes two part time psychiatrists, a full time psychiatric social work supervisor and a part time medically trained speech specialist, the needed psychological medical and case work services are mobilized locally. In spite of limitations as to staff and funds the program is said to have produced results comparable to those of clinics in large cities. The degree of coordination of agency effort possible in small communities is pointed to as largely contributory to the program's success. Reprints of the article, "Child Guidance Clinics in Small Communities in Oregon," are obtainable from the University of Oregon, Eugene, Ore.

Against Crime

LARCENY, which constituted nearly 58 percent of all criminal offenses committed in the first half of 1939, reached a higher figure during that period than in the corresponding period of any preceding year, according to recent reports of the Federal Bureau of Investigation. Its net increase over the first half of 1938 was more than 3 percent. All other offenses against property, however, showed a decided decrease—robbery dropping 11 percent; auto theft, 8 percent; and burglary, 2 percent. The total offenses against persons also decreased, though rape increased 1½ percent over last year. Of the 288,107 persons arrested during the period, nearly half had previous criminal records.

The same reports show that the Pacific states have the highest rates of crimes against property; the East South Central and West South Central states, the highest in crimes against persons. Lowest rates in offenses against property were reported from the Middle Atlantic states; lowest in offenses against persons, from New England.

Paradox—Officials of the Illinois Department of Welfare are already beginning to talk of reduced maintenance costs for the Illinois State Penitentiary in spite of the fact that the prison's present population is the highest on record. Cause of the optimism is the decrease in the commitments in the fiscal year 1939, continuing a downward trend begun in 1936. The evident paradox between trend of commitments and prison population can be explained partly by a reduction of the number of parolees and an increase in parole defaulters, and partly by the fact that prisoners in Illinois penitentiaries are serving longer terms than those in any other state.

Case Work in Jails — Classification and case work, gradually becoming a major concern of state and federal prison administrators, are urged as a program for county jails by Leon T. Stern, secretary and director of research of the Pennsylvania Commitee of Penal Affairs, through an article in a recent issue of the *Jail Association Journal.* Pointing out that the jails are full of petty offenders, the criminals of the future, Mr. Stern maintains that they are the logical places to begin a program of rehabilitation. Sixteen points are recommended for a case work department: routine investigation of new men for the information of the warden; referral of inmates with personality problems to physicians or psychiatrists; assistance in the transfer of unsuitable inmates to other institutions; referral of inmates discovered to be within the juvenile court age to the juvenile court or appropriate social agencies; assistance to the warden in work assignments through vocational studies of inmates; action as liaison agent for cooperation between warden and inmates; recognition of personal difficulties which might lead to disciplinary infractions; assistance in solving social or personal problems of prisoners arising within the jail; assistance in planning leisure time life of inmates; assistance to inmates in their contacts with relatives; personal visits for prisoners which can help with difficult family relationships; assistance of discharged prisoners through the marshalling of community resources; pre-parole investigation and reports; contact when necessary with agencies giving voluntary legal services; case recording.

PIRA Reports—Similar to its recommendations made for the improvement of the Alabama penal system [see *Survey Midmonthly,* August 1939, page 249] are those reported by the Prison Industries Reorganization Administration for the prisons of Florida and Indiana, following its two most recent surveys. Though the PIRA found the Florida system to be "soundly planned" its report recommends three major changes: the establishment of unified administrative control in place of the present dual system for administering the convict road force and the institutions; the development of a modern classification and training program; the creation of an efficient adult probation and parole system. At present there is no adult probation law in Florida and the use of parole, which is loosely administered, is largely as "executive clemency." On the right side of the Florida ledger, the PIRA puts the present prison farm at Raiford for combining a minimum of repressive features with a maximum of industrious activity.

For Indiana, where a probation system already exists, the PIRA recommends its wider use and the amalgamation of the Department of Probation with the Department of Welfare so that field investigation, probation and parole services may be more closely coordinated. Recommendations for Indiana also include:

unified control of the state's penal and correctional institutions; the development of conservation and forestry as a prison industry; adequate psychiatric assistance. In both reports the PIRA stresses the importance of establishing a merit system for institutional employes.

Housing

PUBLIC housing progress suffered a major blow when the House of Representatives refused just before adjournment of the last regular session to call up for vote the $800 million bill for low cost housing previously passed by the Senate. Regardless of what motivated this action, the present "breathing spell," says the National Association of Housing Officials, should be put to good use; by local authorities for careful study of their own situations; by the United States Housing Authority for ironing out internal problems; by all housers for promoting further public education.

According to USHA figures, average costs per dwelling unit of fifty-three projects under construction in July were $484—14.1 percent below original estimates. These total savings could supply 2800 additional low rent homes. By mid-August, eighty-eight projects comprised of 37,494 dwelling units were in the construction stage, with downward trends in cost continuing.

Fireworks—Spectacular revelations as to various rackets which infest the building industry and which may hold some of the reasons for the high cost of decent shelter were made during the summer in the course of hearings conducted by Thurman Arnold, assistant U. S. attorney general. As a result of this inquiry into building conditions in ten cities, made for the Temporary National Economic Committee, grand jury investigations of various groups in the industry, both capital and labor, are expected.

Happy Compromise—The USHA has modified its ruling as to annual incomes of families eligible to the 2540 dwelling-unit Red Hook project in Brooklyn, in which the first apartments were occupied in June. While adhering to a maximum family income of $1399 for large families, Washington has raised the lower income limits for those occupying 2½ to 4½ rooms from a range of $762-$1191 to $962-$1372. Whether or not New York City Housing Authority's contention that families with incomes up to $1900 should be eligible for 5½ and 6½ room apartments is justified, the new scale should ease the situation since there are comparatively few large apartments. For the smaller apartments the scale is only $60 to $80 below the maximum annual income suggested by the local authority. One question remains unanswered: Where should final decisions rest on such matters, provided legal requirements are met?

At Last—The first nationwide count of houses in this country will be a part of the regular 1940 census. Classified according to type, facilities, age, state of repair, number of occupants, value, rental and mortgage status, this tabulation will yield pertinent data on which to base a policy as to the place of both public and private activity in a housing program.

Current Events—A weekly four-page leaflet, *Public Housing,* published by USHA to serve as a medium through which to report the progress of the 250 local housing authorities and to distribute information from the authority's fourteen divisions, made its bow last summer. Price $1 a year domestic; $1.50 foreign, from Superintendent of Documents, Washington, D. C.

Pach Bros.

GLADYS LA FETRA

To the man-sized job of managing a housing development of 2540 apartments goes Gladys La Fetra, since 1935 head of the housing division of New York City's Welfare Department. Miss La Fetra, experienced in practical real estate management, is well known for her activities in behalf of more and better housing. She has recently been appointed manager of the country's largest housing development, Red Hook Houses, Brooklyn project of the New York City Housing Authority.

FHA *et Al*—Since private home financing through mortgages insured by the Federal Housing Administration became effective in 1935, about half a million families have availed themselves of this service. Today an average of 3000 homes weekly are being built under FHA's supervision, virtually all single family houses with an average value of approximately $5500.

The Department of Commerce plans to tackle the problem of private housing on another front via the newly created Division of Industrial Economics. A committee of specialists, Robert L. Davison, James Hughes and Robinson Newcomb, is studying the possibilities in that "no man's land" of residential construction, homes for families with $1200-$2000 incomes.

Jobs and Workers

UNDER the New York minimum wage law, cost-of-living studies must be taken into account in recommending minimum wage rates for women workers. Twenty-one towns and cities are now being visited by field workers of the State Labor Department to price the goods and services which experts on housing, medical care, clothing, recreation and nutrition have declared essential for a decent standard of living for women workers in New York. This is the third of these annual cost of living surveys. The 1938 study disclosed that a woman wage earner living as one of a family needed $1059.68 for health and maintenance, while a working woman living alone needed $1160.75. Wage averages for women workers in the state are substantially below these figures, and no wage board has so far recommended minimum wages at these verified cost-of-living levels.

Homework—California has put into effect its new homework law, prohibiting industrial homework in manufacturing foodstuffs or beverages, children's clothing, toys and dolls, tobacco, drugs, bandages and other sanitary goods, fireworks and explosives, and any other article which is injurious to the health or welfare of industrial homeworkers, or which "renders unduly difficult the maintenance or the enforcement of labor standards." Enforcement is delegated by the law to the Division of Industrial Welfare. No homework will be permitted until the employer has obtained from the division a permit, for which an annual fee of $50 must be paid.

Why Women Work—Information buried in the census data, showing the proportion of women gainfully employed and why they work, is presented in a new Women's Bureau bulletin, "Employed Women and Family Support," by Mary Elizabeth Pidgeon and Margaret Thompson Mettert. Price 10 cents from the Superintendent of Documents, Washington. The 1930 data cover more than 58,000 gainfully employed women in Fort Wayne, Ind., Bridgeport, Conn., and

Richmond, Va. The sample included a wide range of occupations. From one half to three fifths of the women were between the ages of twenty-five and fifty-five; out of every ten, six were single, two married and living with their husbands, two separated, widowed or divorced. Ten percent of the women in Bridgeport and Fort Wayne, nearly 14 percent in Richmond were the sole support of a family. One third combined the job of homemaker with a wage earning job outside their own homes. Well over half the single women lived in their parents' home; about 7 percent were the sole support of their parents; "frequently the household included not only dependent parents but small children also dependent on their earnings."

Washington Conference—The Sixth National Conference on Labor Legislation has been called by the Secretary of Labor to meet in Washington, D. C., November 13-15. All state governors have been invited to send representatives.

Over Forty—As a contribution to current discussion of the employment problem of middle-aged workers, the Monsanto Chemical Company has made an analysis of the ages of employes in its ten plants. Of the men laid off during the 1937 business "recession," 8.6 percent were over forty. Since June 1938, "30 percent more older men have been added than were laid off during the preceding general recession." As of July 1939, 34 percent of the firm's wage earners were men over forty, ranging from 12.5 percent in the plant at Monsanto, Tenn., to 66 percent in the plant at Camden, N. J. According to the last census figures, 42.5 percent of the total male population of the country is over forty.

Longshoremen—Greenwich House, a settlement on New York City's lower West Side, publishes a report of a housing study covering 278 longshoremen and their families living in the settlement neighborhood. The men work on the nearby North River docks. "Longshoremen and their Homes," by Elizabeth Ogg. Price 10 cents from Greenwich House, 27 Barrow Street, New York. The study showed that about half the men are between the ages of thirty and fifty; 68 percent earn between $400 and $1200 a year; 48 percent have families of from four to six persons. Though various studies have shown that satisfactory housing cannot be obtained in New York City for less than $30 a month, 72 percent of the group paid less than this sum. The result is substandard housing. Almost half the families pay less than $23 a month rent. Of these homes, 95 percent have no central heating, 90 percent lack bathrooms, 75 percent do not have private toilets, 52 percent do not have hot water. Even where rents of $23 or more are paid, 55 percent of the homes have no central heating, 45 percent lack bathrooms, 22 percent do not have private toilets, 15 percent have no hot water. Given the hiring methods of the industry, this report emphasizes the need for adequate housing near the docks and pleads for a public housing project for longshoremen.

Workers' Education—Cuts in the WPA program have resulted in a greatly limited program of workers' education under WPA auspices. At its peak, in 1937, the workers' education classes had an enrollment of 75,000 in thirty-five states, and had more than 900 teachers, drawn from WPA rolls. In twenty-five states there were full time supervisors of workers' education. There was a staff of eight in the Washington office, and as many as six field representatives. Today, there are no field representatives, and the headquarters staff is reduced to a director and one secretary. Only sixteen state supervisors are left. A recent ruling forbids the holding of WPA workers' education classes in union halls. A number of unions are protesting the reduction in the workers' education program.

Record and Report—The Industrial Relations Section of Princeton University has issued two more of its admirable studies of current industrial problems: "Company Plans for Employe Promotions," by Helen Baker; "The Seniority Principle in Union-Management Relations," by Frederick H. Harbison; each 75 cents from the university. . . . The National Research Project on Reemployment Opportunities has brought together a selected bibliography, "Industrial Change and Employment Opportunity." From the Publications Section, WPA, Washington, D. C. . . . A survey of employment and unemployment in Philadelphia in the summer of 1938 is summarized in Special Report No. 7, prepared by Gladys L. Palmer, and sponsored by the industrial research department of the University of Pennsylvania, and the Pennsylvania Department of Public Assistance.

Self Help and Co-ops

HAVING started as long ago as 1931 with small groups organized by the unemployed as self-help barter association, [see *Survey Midmonthly* August 1939, page 252] California now has initiated state financed production and distribution of "everything in the average relief budget that can be economically produced on the basis of consumer demand." This excepts homes and public utilities. A citizens committee on relief, appointed by Governor Culbert L. Olson, has drafted a plan for state created co-ops to produce and sell goods to persons on relief. Each unit will be comprised of 450 persons from relief ranks and fifty others—this in the interest of attracting special capabilities "not always found among relief clients"—designated as "working members," and drawing their pay in cash or products. Some 5000 associate members of each unit will be privileged to purchase goods from it at prevailing prices, receiving dividends in products if the profits permit. Central warehouses will provide storage for raw materials and finished products and will act as clearing houses for the local units. The state, through the relief administration, will handle accounting, credits, purchases and materials. How much the program will cost the state, how many clients will benefit, how many units can be operated and how much they will be able to produce, are as yet unanswerable questions.

Co-ops and War—The present cataclysm in Europe inspired the Cooperative League of New York to look back at the record to discover what happened to co-ops in the various countries throughout the world in 1914 and the years ensuing. Food speculators were in full swing and prices went soaring. The co-ops, pledged not to raise prices unless actual scarcity compelled, increased in popularity. So many people applied for membership that it was necessary to limit the numbers and to build up inventories to meet the emergency. Then governments intervened, prices were fixed and dealers were compelled to maintain them. It was expected that the stream of new members and customers in the co-ops would fade away. Figures prove otherwise. During 1915, the second year of the war, Austria's various national wholesale societies had a sales increase over 1914 of 13 percent; Scotland, 21 percent; Norway, Sweden and Finland about 45 percent; and Hungary 52 percent. The French Cooperative Wholesale Society almost tripled its business during the first three years of the war, while after three and a half years English cooperative membership and sales had reached a point which necessitated the purchase of lands in Western Canada, India, Ceylon and West Africa for the production of wheat, tea and cocoa. The British co-ops led the campaign against profiteering, urged their government to regulate prices, and when prices were established by price fixing boards protested that these prices were too high for a reasonable profit. The English Cooperative Wholesale Society now has a total membership of 2,710,000 and its sales amount to $300 million a year.

Go and See—The annual tour of Nova Scotia Cooperatives and the Annual Rural and Industrial Conference on cooperation and adult education held at Antigonish, Nova Scotia, in late August, attracted more than a hundred

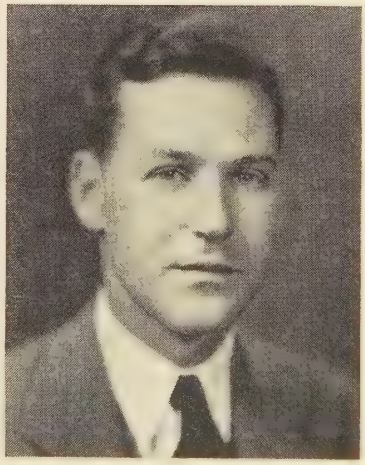
interested Americans. Unhappily, Dr. M. M. Coady, director of St. Francis Xavier University, inspirer and leader of the "Antigonish Movement," was miles away in a New York hospital, having managed, however, to finish his keynote address, "Masters of Their Own Destiny," before keeping his appointment with the surgeon. American visitors found the cooperative movement progressing in Nova Scotia and the other Maritime Provinces of Canada, and prospering in Newfoundland, where there are consumer, marketing and producer co-ops and a land settlement program along cooperative lines. Some 20,000 fishermen and farmers in the Placentia Bay region are forming regional co-ops. Their financial agent and manager is Mary Arnold, founder and manager of cooperative cafeterias in New York and for the past two years director of cooperative housing for Cape Breton miners. In Nova Scotia new stores are being built, and consumer, producer, marketing and handicraft associations are being formed. Through their credit unions, some 700 in number, the people have already saved nearly a million dollars. More than 1000 clubs are now engaged in the study of cooperation as basic to democracy.

Music, Too—Without emphasizing best sellers or using book premiums as a bait, the Cooperative Book Club, 118 East 28 Street, New York, is quietly distributing books at wholesale prices to clubs, study groups and retail co-ops in every state of the union and in many foreign countries. A request for information concerning CBC services recently arrived from far away Australia. The CBC is trying to stimulate book sales, especially in rural communities. Operating economically it sets aside a reserve for contingencies and then returns the surplus to its members in proportion to the amount of their purchases. This "patronage fund" for the first year was 15 percent. *Reader's Observer,* published monthly, with book news and recommendations of the editors, is sent free to members. [See *Survey Graphic,* September 1939, page 547.] It is now possible to secure phonograph records as well as books, the co-op paying postage up to 10 percent of the purchase price. The new president of the club is Prof. Henry Pratt Fairchild, New York University, succeeding Prof. Harry Overstreet, formerly of the College of the City of New York, who has resigned all administrative work to give his entire time to writing.

In Print—The Public Affairs and Workers' Education Division of the Utah WPA, Salt Lake City, has published a "Handbook of Cooperative Health Associations"; also manuals on both consumers' and producers' cooperatives and on cooperative accounting and education. . . . Experts of the Farm Credit Administration, Washington, D. C., have produced a series of pamphlets covering farm credit administration co-ops in Virginia, Nebraska, Kansas, Ohio and Colorado. Free on request. Studies of other states may be expected later. Also, available from the same office are booklets on farmers' co-ops covering problems of marketing, purchasing, insuring, financing. Ask for "You and Your Co-op," naming the farm commodity and the problem in which you are interested. . . . Based on the hearings held by the Temporary National Economic Committee in Washington at which an exhibit of tomato juice stole the show [see *Survey Midmonthly* August 1939, page 254], and upon the proceedings of the annual Washington conference of local, state and federal weights and measures officials, *Consumers' Guide* for August prints an article "Calling Cans to Order." From Consumers' Council Division, AAA, Washington, D.C.

Professional

"SOCIAL Work As a Career," recently published by the Institute for Research, Chicago, is one in a series of answers offered to "youth's inevitable question, " 'What shall I be?' " Price $1 from the institute, 537 South Dearborn Street, Chicago. The monograph defines the field of social work in general but clear terms. It gives a brief history of social work, outlines the personal qualifications and educational equipment desirable in a social worker, and discusses types of positions available and the relatively low salaries offered. Also included are paragraphs on the "attractive and unattractive" sides of social work. Among the former are listed the satisfaction derived from the work, the lack of monotony, the wide variety of positions. Unattractive are the routine desk duties, the lack of security of tenure, the depressing nature of the job. The production of the "Careers" series is under the direction of the institute's editorial board consisting of Charles A. Prosser, director of the Dunwoody Institute; Edwin A. Lee, professor of education, Teachers College, Columbia University; Robert L. Cooley, director of the Milwaukee Vocational School; Paul H. Douglas, professor of industrial relations, University of Chicago. Editorial director is John A. Lapp, formerly head of the department of social sciences, Marquette University.



T. LESTER SWANDER

After ten years in New Jersey, in community chest and other social work, T. Lester Swander pulled up his roots in the late summer and betook himself to Corpus Christi, Tex., to head that city's newly formed chest. Says he: "Here is a growing city with increasing social problems and few social agencies; with institutions and traditions still flexible; with leadership that visions a balanced and adequate program of community services. I like my new job."

Symposium on Freud—"The influence of Sigmund Freud upon Psychological Science, Social Science and Modern Thinking" is the scheduled title for the November issue of the *American Journal of Sociology.* Plans involve a symposium on the subject by authorities in the psychological and social sciences in line with the present movement to integrate the viewpoints, methods and findings of cultural anthropology, psychology, psychiatry and sociology.

New Association—Boys' clubs staff members in seven Indiana cities have organized as the Boys' Club Workers Association of Indiana. Quarterly meetings will be held. First president is Russell L. Bratton of Greenfield.

Group Health Course—Vocational training for persons interested in seeking administrative positions in group health organizations is being sponsored by the Bureau of Cooperative Medicine, 5 East 57 Street, New York, as a part of the fall program of the Rochdale Institute. The thirteen-week-course, which began this month, covers the fundamentals of group health organization, business administration, medical administration and planning health conservation programs.

Conferences—The annual meeting and round table conference of the American Public Welfare Association will be held December 6-10 at the Wardman Park Hotel, Washington, D. C. Emphasis in the program will be on state and local relationships. . . . The next national convention of the American Red Cross will be held in Atlanta, Ga., May 13-16, 1940. . . . The eighth Pan-

American Child Congress, announced for October 12-19 in Costa Rica, has been postponed on account of conditions created by the European war. Hopes are entertained that it may be held sometime next year. . . . The sixty-eighth annual meeting of the American Public Health Association is being held in Pittsburgh this month, October 15-20. . . . The Child Study Association will hold a two-day institute at the Hotel Roosevelt in New York, November 17 and 18. The association's periodical, *Child Study*, will appear as a quarterly, in the future. . . . A conference on the problems of convalescent care will be held November 9-10 at the New York Academy of Medicine, 2 East 103 Street, under the auspices of the academy's committee on public health relations in cooperation with the Josiah Macy, Jr. Foundation. For details, query the academy.

The Public's Health

FIRST among social workers' organizations to arrange for a prepayment medical care plan for its members is the Chicago chapter of the Social Service Employes Union. Service is to be rendered by the Civic Medical Center of Chicago, a group practice organization of specialists which also has a contract with the Chicago Teachers Union. The social service employes signed a two-year contract with the center. Annual payments will vary in rate for individuals, married couples and families with children.

Cancer Control—Federal appropriations for cancer research for the fiscal year 1939-40 amount to nearly 25 percent more than for 1938-39, according to the *National Bulletin* of the American Society for the Control of Cancer. The bulletin praises the wisdom that refrained from earmarking any of the money for the purchase of radium, leaving the decision to the National Cancer Advisory Council.

At present the National Cancer Institute still has 1300 milligrams of radium to be allotted for loan throughout the country. So far the institute has recommended that 8½ grams of government-owned radium be allocated to hospitals in twenty states and Hawaii. According to government regulations, hospitals receiving the radium cannot charge patients for its use. Approval of applications for loans is based on the hospital's need and the adequacy of staff and facilities.

One region which is looking forward to a government radium loan is Puerto Rico where the Puerto Rican League Against Cancer has been active since 1938 in coordinating a cancer control program. Through the league's efforts, legislation recently was enacted creating a cancer institute and approving $200,000 for a building and equipment, but no appropriation actually was made. Private funds have been raised for X-ray equipment in addition to a gift of fifty milligrams of radium for a free emergency clinic. Fifty-five towns have reported candidates for hospitalization and treatment.

Legal Protection—Epilepsy last month became a reportable disease in California when the results of recent legislative action went into effect. The step was taken not only to protect the epileptic himself but also to protect others. Before the meeting of the last legislature, health authorities had become increasingly shocked at the number of epileptics with automobile licenses obtained through denial of the disease. Since it was illegal for health officers to inform the State Motor Vehicle Department of such cases, the authorities successfully pushed for a law making the disease reportable. Physicians are now under legal obligation to report every patient with epilepsy to the local health officer, who must send the report to the State Department of Health. It is then made available to the Motor Vehicle Department.

Hearing Week—An intensive program of public education is planned by the American Society for the Hard of Hearing and 170 local organizations for National Hearing Week, October 22-29. The program will emphasize the large prevalence of hearing difficulties, the necessity of discovering incipient cases of deafness in children, the social and economic needs of persons afflicted with a marked degree of hearing loss.

Courts and Medicine—The fight between the Department of Justice and organized medicine entered its final stages last month when the department requested the United States Supreme Court to review the recent decision of the District of Columbia Court dismissing the anti-trust indictments against the American Medical Association and its co-defendants. [See *Survey Midmonthly*, August 1939, page 247.] . . . A court ruling on the other side of the medical battle was just handed down by the U. S. Court of Appeals. This affirmed a decision of a lower court that Washington's Group Health Association is not engaged in the insurance business and therefore is not subject to laws regulating insurance companies in the District of Columbia.

For Indemnity Groups—Rules for the certification of medical expense indemnity organizations in New York State under the new insurance law [see *Survey Midmonthly*, August 1939, page 254] recently were announced by the State Board of Social Welfare. The law authorizes the State Department of Social Welfare and the State Department of Insurance to approve or disapprove certificates of incorporation of groups seeking to set up as medical expense indemnity organizations. Accordingly the Department of Social Welfare has formulated the following requirements: in any medical indemnity corporation the board of directors shall consist of no less than seven and no more than twenty-five persons of good community standing, at least one third of whom are licensed physicians, one third laymen; the plan shall be open to every physician in the territory to be served, but membership of a physician who does not conform to professional ethics may be terminated by the corporation after due hearing before the county medical society; there shall be free choice of physician by subscribers, subject to the physician's acceptance.

Group Work

NOVEMBER 1 is the deadline for manuscripts submitted as candidates for the book, "The Practice of Group Work," to be published next spring under the aegis of the American Association for the Study of Group Work. The association has invited leaders and supervisors in all types of organizations engaged in recreation and informal education to submit descriptions of groups in action. These may deal with the group work process involved in the development of a specific activity or in the growth of an individual participant. Manuscripts will be reviewed by a special committee with selections made in a way to insure a representative range of content and emphasis. Through this volume the association hopes, it says, to meet the urgent need for documentation of practices illustrating what is being done to attain the objectives of group work in relation to the development and adjustment of the individual; the development of group integration and achievement; the development of social attitudes, and the effecting of social action. For details address the association, 381 Fourth Avenue, New York.

Education—The College of Education of Wayne University, Detroit, has a new regulation requiring all persons admitted to the college to have had one hundred hours of supervised field work in an agency engaged in group work. This has made it necessary for the Council of Social Agencies in Detroit to set up plans for the training of supervisors and for some 1300 students who are interested in volunteering for group leadership. The plan is being coordinated by Elise Hatt Campbell of the Merrill-Palmer School.

An experiment in the field of profes-

Opening next month, the annual roll call of the American Red Cross serves as a reminder that in this country the Red Cross still has important peacetime duties to perform. Family home services, public health nursing, home and farm accident prevention programs, life saving and first aid lessons are only a few of its constructive services which have become an integral part of the American scene. That it is indispensable in times of disaster was effectively demonstrated after the floods and storms of recent years. This year's roll call will extend from November 11 to 30.

sional education for group work was inaugurated this past season at the summer camps for New York children promoted by the publication, *Life*. New York University designated L. B. Sharp, director of the camps, as a member of its staff and agreed to accord academic credit to students working in the camps under his supervision and instruction. The Board of Education entered into the experiment by considering the camps as a "laboratory" and sending selected children to them.

Proceedings—Available now are the proceedings of the twenty-seventh annual conference of the National Federation of Settlements held last June in Jamestown and Buffalo, N. Y. Included with reports, resolutions, and the record of discussion are outstanding papers presented at the different sessions. From the federation, 147 Avenue B, New York, price 50 cents.

The American Association for the Study of Group Work has published an 84-page report, "Group Work: 1939," which includes four papers presented at its Buffalo meetings, the complete reports of four study commissions and of all standing committees for the year 1939. Price 50 cents from Association Press, New York. . . . For the first time in a number of years Boys' Clubs of America, Inc., has published the proceedings of its annual convention. Much of the material holds special interest for other organizations engaged in group work. Price $3 from Boys' Clubs of America, 381 Fourth Avenue, New York.

Coming—The National Federation of Settlements announces two regional conferences of its boys' and girls' work division: eastern, at South End House, Boston, October 13-15; midwest, Columbus, Ohio, November 11-12.

In Practice—Group workers and the group work method were much in evidence at a number of institutes and conferences held during the past summer, notably those concerned with cooperation. At Milltown, Wis., for example, young people from cooperative societies, predominantly rural, came together for help and experience in the practice of cooperation in recreation. The whole project was an experience in group work with the group itself framing the whole program and selecting, assigning and evaluating the instructors. Leadership was furnished by Neva L. Boyd and the faculty of the sociology department of Northwestern University.

Neighborhood Studies—Reports of three studies made earlier in the year by the survey department of Henry Street Settlement, 265 Henry Street, New York, are now available. They are "A Dutchman's Farm" [see *Survey Graphic,* June 1939, page 389], the human and real estate setting of a New York slum clearance, low rent housing project, 44 pp. price 25 cents; "Rooms of Their Own," concerning cellar clubs, 80 pp. price 50 cents [see *Survey Midmonthly,* September 1939, page 284]; "Can We Renovate the Slums," facts about fifty-four remodeled tenements on New York's lower east side, 10 pp. price 10 cents.

In "Longshoremen and Their Homes," Elizabeth Ogg tells the story of a housing case study made under the auspices of Greenwich House, 27 Barrow Street, New York. The analysis of the problems presented and the solutions proposed have much general interest.

In Print—Sponsored and commended to local groups by the American Association for the Study of Group Work, the Association Press has just brought out Eduard C. Lindeman's new monograph, "Planning for the Leisure of a Democratic People." (Price 50 cents.) Mr. Lindeman, using some of the material of his highly popular addresses at the Buffalo meeting of the National Conference of Social Work, discusses the fundamental philosophy of leisure and planning and makes a strong case for federal participation in recreation. . . . From material developed in a seminar for group workers sponsored jointly by the University of Pittsburgh and the Pittsburgh Federation of Social Agencies, Joseph P. Anderson prepared for *The Federator,* the federation's publication, a summary statement, "Group Work Agencies Face the Problem of Supervision." Reprints from the federation, 519 Smithfield Street, Pittsburgh, Pa. Better send postage. . . . The Council of Social Agencies, Kansas City, Mo., has released the report of the study of its 130 social agencies organized by Community Chests and Councils, Inc., and made last spring under the direction of Roy Sorensen. The report contains an extended evaluation of agencies engaged in group work. Price $1 from the council, 1020 McGee Street, Kansas City, Mo.

Training Course—United Neighborhood Houses of New York City is launching on October 16 an intensive six weeks in-service training course of lectures and discussions for settlement staff and board members. Topics covered include: settlement method, administration and program; the neighborhood; work with groups and with individuals; the arts; integrating public and private recreational programs; public welfare programs; housing; labor and industry; consumer education. The "faculty" includes specialists in the various fields as well as such settlement leaders as Helen Hall, Mary K. Simkhovitch, Albert J. Kennedy, and Grace M. Gosselin. For details, consult United Neighborhood Houses, 70 Fifth Avenue, New York.

People and Things

AN all day open house and a great meeting in Grant Park, Chicago, addressed by Judge Florence E. Allen, marked Jane Addams Memorial Day on September 6. The celebration commemorated not only the seventy-ninth anniversary of Miss Addams' birth but the fiftieth anniversary of her founding of Hull-House. John A. Lapp was chairman of the committee in charge.

A special issue of tributes to a great woman comprised the August edition of *The Child,* publication of the U. S. Children's Bureau. The issue was devoted entirely to discussions of the achievements of the late Grace Abbott. Frances Perkins, Katharine Lenroot, George W. Norris, William Green, Sidney Hillman, Justice Felix Frankfurter are only a few of the national figures who contributed to the collection of memories and personal appraisals of the former chief of the U. S. Children's Bureau and social work educator. Included were considerations of Miss Abbott as a public servant, a friend of labor, a crusader, an administrator, a humanitarian, an edu-

cator and the host of other capacities in which she served. In none were her abilities found wanting.

The Child Welfare League of America is planning a memorial service for its late executive secretary, Dr. C. C. Carstens, to be held at 2:30 P. M., October 21, at the Russell Sage Foundation, 130 East 22 Street, New York.

Tapped—In the course of reorganizing its State Department of Social Welfare, Rhode Island has tapped Glen Leet for supervisor of research and statistics in the department and also for secretary of the Governor's Committee to Reorganize Public Welfare Laws. Mr. Leet has been in Washington for several years past, as representative of the American Public Welfare Association, as editor of the *Washington News Letter on Social Legislation,* and last winter, incidentally, as *Survey Midmonthly's* correspondent at the capital city.

GLEN LEET

Consultant—The many friends and former students of Bertha C. Reynolds, for years associated with the Smith College School for Social Work, and recently with Washington University, St. Louis, will be interested to learn that she now is offering her services as a consultant in staff development in various areas of social case work. For details address her at 130 East 22 Street, New York.

Honored—"Because he has been a pioneer in housing, public health programs, libraries, 'personal service,' recreation, employment bureaus, immigrant aid, juvenile protection . . . and a host of other major civic movements," Sidney Teller, executive director of the Irene Kaufmann Settlement, Pittsburgh, was recently awarded the *Outlook* Floral Salute. The salute is awarded weekly by the *American Jewish Outlook,* Pittsburgh publication, as an honor for outstanding civic service.

Group Workers—Group work is represented on the staff of the White House Conference on Children in a Democracy by Charles E. Hendry, who has been appointed an associate research director, and Irma Ringe, formerly administrative assistant for the Division of Recreation of WPA. Mr. Hendry and Miss Ringe will be responsible for preparing the specialized report on recreation and group work. . . . Margaret Svendsen, whose work at the Institute for Juvenile Research in Chicago and whose recent activities in the field of group therapy have attracted much attention, is chairman of the new study commission of the American Association for the Study of Group Work on "Inter-Personal Aspects of Group Work." The commission includes representative psychiatrists, clinicians, case workers, educators, sociologists and group workers. . . . Joe Hoffer of the Philadelphia Council of Social Agencies is the chairman of an informal organization which brings together the group work secretaries in local Councils of Social Agencies. He also is chairman of a special committee to develop study outlines and materials for the American Association for the Study of Group Work.

About Nurses—The National Organization for Public Health Nursing has a new assistant director, Anna C. Gring, former nursing field representative of the American Red Cross. . . . Ruth G. Taylor, for the past three years public health nursing consultant for the Pacific coast territory under the U. S. Children's Bureau, was recently appointed to the staff of the International Health Division, Rockefeller Foundation. . . . Kathryn Trent has resigned as director of the division of public health nursing for the Delaware State Board of Health, to become supervisor of the southern region of the Birth Control Federation of America.

Retired—Settlement workers everywhere will be sorry to hear of the retirement from active service of Frances Ingram, for thirty-four years the vigorous, resourceful and beloved head resident of Neighborhood House, Louisville, Ky. Miss Ingram, now head resident *emeritus,* promises to devote herself to regaining her health impaired this past year by illness.

Public Service—The WPA has announced several changes in staff, among them the transferral of Bruce Uthus from the Chicago headquarters of Region IV, where he was regional director, to the national office in Washington; the transferral of George H. Field, former regional director at the New Orleans headquarters of Region VI, to Chicago, to take Mr. Uthus's place; the appointment of Lawrence Westbrook, once assistant administrator, to succeed Mr. Field in New Orleans. Another WPA appointment makes Earl Vincent Moore, director of the University of Michigan's School of Music, special consultant on music. Mr. Moore fills a vacancy created by Nicolai Sokaloff, who has resigned to resume his profession as conductor. . . . Albert L. Miller, former executive secretary of the advisory board of the U. S. Housing Authority, has been appointed NYA administrator for the District of Columbia. He succeeds Francoise Belle, who will continue with the District NYA in an important administrative capacity. . . . The new office of State Superintendent of Housing created by the last New York legislature has as its first incumbent, Edward Weinfeld, New York City attorney, who was on the committee that drew up the amendments to the housing law at the State Constitutional Convention.

New Jobs—David K. Bruner succeeds Hasseltine B. Taylor as assistant professor of sociology at Northwestern University, Evanston, Ill. Mr. Bruner was until recently a faculty member of the School of Applied Social Sciences of the University of Pittsburgh. . . . Margaret C. Lewis and Cecile H. Hardy are the two new health and safety advisers added to the national staff of the Girl Scouts. . . . The Welfare Federation of Newark, N. J., has appointed Howard G. Matson to succeed its former executive secretary, T. Lester Swander (see page 320). Mr. Matson was formerly with the Judson Center in New York and the Dennison Settlement in Boston.

Deaths

Lucy Burton Buell, aged eighty, noted for a life devoted to settlement work—in early years at the College Settlement, New York; later in Cleveland at Goodrich House which she organized; and finally at the Santa Barbara Neighborhood House, Santa Barbara, Calif., where she was director for several years.

John McMillan, chief of staff of the Salvation Army, in London after a long illness. Commissioner McMillan was well known to American social workers in Chicago and New York, having headed, in the course of his career, the Army's central and eastern territories.

Elizabeth Erskine, for thirty-five years associated with the Pennsylvania Society to Protect Children from Cruelty, Philadelphia; for the past sixteen years as its secretary.

Lillian Amiraux, since 1930 head worker of East End Neighborhood House, Cleveland, for the seven preceding years headworker of College Settlement, New York. Miss Amiraux, for the year before her death, had been working closely with the Cleveland Housing Authority on plans for a housing project in her neighborhood which would develop community resources not only for tenants of the dwellings but also for their neighbors.

Book Reviews

Background of History

EDUCATION OF THE HANDICAPPED: VOLUME I—HISTORY, by Merle Frampton and Hugh Grant Rowell. World Book Company. 227 pp. Price $2.40 postpaid of *Survey Midmonthly*.

COMPARING the treatment of the handicapped in ancient times with its underlying philosophy of "survival of the fittest," our modern approach to the problems of the handicapped seems amazingly progressive.

In this volume the authors tell the historical story of the treatment and care of the handicapped, emphasizing those factors in the past which influence the present and the future. The second volume will discuss the philosophy underlying the care and education of the handicapped, dealing specifically with the problems and trends of the present and possible developments for the future.

The book is divided into nine sections. The first outlines attitudes toward the handicapped from primitive to modern times; the others deal with special groups, such as the visually defective, who even in ancient Egypt received special care and attention; the acoustically handicapped; those with speech defects; the crippled; tuberculars and cardiacs; the mentally handicapped and the socially handicapped. This last section is contributed by Sanford Bates. A final chapter indicates some of the basic needs which should be faced in order that the handicapped may no longer remain a class apart, but be considered as individuals with abilities and assets which outweigh their limitations.

The book with the attached bibliography is a constructive contribution to the general literature on the subject, and should prove valuable to workers in the field who are responsible for promoting the cause of the handicapped.

EDYTH KNOX

Supervisor of Handicapped Placement
New York State Employment Service

Consumer Finance

CREDIT UNIONS IN MASSACHUSETTS, by Joseph L. Snider. Harvard University Press. 142 pp. Price $2.50 postpaid of *Survey Midmonthly*.

MADE possible by a grant from the Pollak Foundation, Professor Snider's book is, as the title indicates, a study of Massachusetts' credit unions. However, in order to indicate to the reader the place of the credit unions in the small loan field, he wisely devotes the larger part of two chapters to the personal finance companies and to the small loan departments of commercial banks which also supply credit to the small borrowers of the state. The credit union movement in the United States, it should be noted, got its start in Massachusetts, and this study has, therefore, special value to the student of consumer finance.

Massachusetts has both state and federal credit unions. In 1909, the state authorized the incorporation of credit unions, and in 1926 required them to take out charters. The Federal Credit Union Act was passed in June 1934. At the present time, there are approximately seven times as many state as federal credit unions and the assets of the state unions are approximately sixty-seven times as large. Although there are some differences in the rules and regulations under which they operate, in the main the two kinds of unions function alike.

Barring the depression years, the growth of credit unions in Massachusetts since 1909 has been rapid and steady. In 1910 the loan balance of the credit unions stood at $1743; in 1937, at $12,979,187. Even more remarkable is the growth of the personal finance companies which were authorized in 1911 and in 1937 had a loan balance of $20,750,000. Both types of lending agencies have made these gains in spite of competition in later years from the commercial banks, three fourths of which, Professor Snider estimates, are now definitely engaged in making small loans on the installment plan, with some $5,500,000 invested in them. This reviewer can do no more than point out: first, that the small loan field has come to be a very large one, due chiefly to our changing economic life; second, that small loan borrowers are by no means all alike. Experience has shown that more than one kind of agency is needed to provide an adequate small loan service. In the opinion of Professor Snider, the credit union gives the best service of all to the borrower, and he believes that it has not as yet taken over all the small loan business which rightfully belongs to it.

Professor Snider holds that certain conditions are essential to the success of a credit union. If the union is of the occupational type, as are nearly all the federal unions, the plant should employ at least one hundred persons. A union should have the support of the management; employment should be steady, and there should be amicable relations between the company and its employes. He stresses, too, the great importance of good management in the making of loans and in the investment of idle funds. Credit unions run by labor unions have not been particularly successful. From 1929 to 1937, the number of community unions have dwindled; those founded on racial lines also suffered a decline in numbers. The occupational groups have grown rapidly.

The personal finance companies are given credit for bringing about, during the last twenty years, a great improvement in the consumer credit field, but Professor Snider thinks that the credit union and the commercial bank now have the opportunity to bring about another significant advance. It seems to the reviewer that at this point a word should be said for the Russell Sage Foundation which, by recognizing the need for small loans and by calling attention to the cost of making them, freed this entire business from the shackles of ignorance.

Professor Snider calls attention to the misunderstanding of the true rate which certain lending agencies charge, due to the fact that the loan is repaid in installments. It would have been somewhat clearer if he had stated that it is this practice, plus the method of deducting in advance the interest on the entire amount for the full length of the contract, that doubles the nominal rate of charge. In discussing the volume of commercial personal bank loans, he adds the number of those not on an installment basis to those which are. I am inclined to think that these loans which are not on an installment basis are not the result of the entry of the bank into the consumer credit field. Banks have always made many loans of this size. It is doubtful if they can be considered personal small loans of the consumer type.

Without doubt this book is a valuable addition to the growing literature on consumer finance. Unprejudiced factual studies of this kind help to evaluate at their true worth the various agencies which are supplying consumer credit.

Swarthmore, Pa. LOUIS N. ROBINSON

Review and Defense

ORGANIZED PAYMENTS FOR MEDICAL SERVICES. 135 pp. Price 50 cents.
FACTUAL DATA ON MEDICAL ECONOMICS. 67 pp. Price 50 cents. Both prepared by and available from the Bureau of Medical Economics, American Medical Association, 535 North Dearborn Street, Chicago.

THE first of these two pamphlets presents a review and defense of the progressive action of medical societies in relation to new plans for medical care. A large number of "plans" are described, some those of local or state governments for the home care of the indigent, in which medical societies have taken certain part; others, of voluntary health insurance, group hospitalization, and so on, for persons of small means. Among them are a few of the plans which have been attacked by local medical societies, but the Group Health Association in Washington, D. C., is not mentioned.

The pamphlet is editorial in tone rather than a report of facts and, even in the sections in fine print which formally describe existing "plans," the note of comment and opinion is frequently included. Some of the "medical society plans" described are not yet in effect.

The document affords the reader access to an important body of facts, and a fuller understanding than can be had from any other single source, of the attitude of the governing authorities of the American Medical Association towards the actual conduct of new experiments in this field.

"Factual Data on Medical Economics" is a compilation of charts, tables and descriptive material, prepared early in 1939, covering such matters as the number and distribution of physicians, hospitals and hospital beds, vital statistics, sickness insurance. The interpretative paragraphs should be utilized with caution as some of them are more editorial than factual. The small percentage of the population having enough income to be required to file income tax returns leads to the conclusion that the health problem in the United States is "primarily an economic and not a medical problem." Most of the comments on the data concerning hospitals are written with reference to pending legislation. The material on German sickness insurance follows lines familiar to those who have read previous AMA publications. A remarkable concluding chart, "Medical Service and Economic Status," appears to admit the existence of a medical-economic problem in all income groups under $3000 a year.

MICHAEL M. DAVIS
Committee on Research in Medical Economics, Inc.

Tool of Democracy

COOPERATION AS A WAY OF PEACE, by J. P. W. Warbasse. Harper. 111 pp. Price $1 postpaid of *Survey Midmonthly*.

FOR many years, Dr. Warbasse has been the prophet and leader of the American cooperative movement. His "Consumers' Cooperation" long has been the textbook for cooperators in this and other countries. "Cooperation As a Way of Peace," is not so much a new book with new ideas as an enlargement of the author's previous argument for cooperation and an explanation of basic need for the cooperative spirit and organization of society before any lasting peace can be secured. Having stated that most wars are economic in origin, he goes on to show how, just as our national troubles are caused by the profit motive in business and its political servants, so in international affairs the same forces are active in promoting war.

In the twenty-three chapters of this half-sized book, a good many more than twenty-three ways are discussed in which cooperation is related and imperative to a state of peace. Dr. Warbasse is uncompromising in his opposition to profit economy and damns wholeheartedly all the economic and political hierarchy which is working against cooperation and democracy.

Dr. Warbasse is probably the best of American writers on cooperative theory and I believe few people would dispute with him the soundness and intrinsic good sense of his argument. To some people, however, it may seem that many of his statements are too sweeping, and that his light and uncompromising dismissal of certain other forces for peace is unjustified. In answer to this, one can only say that the present book is based on the premises established at some length in "Consumers' Cooperation," where one can read a discussion of many points which in this book are taken for granted.

"Cooperation As a Way of Peace" should not only take its place on the bookshelf of every good cooperator but should be required reading for all Americans who desire peace but can find no active outlet for their energies.

New York ELIOT D. PRATT

New York's Way

EDUCATION WITHIN PRISON WALLS, by Walter M. Wallack, Glenn M. Kendall, and Howard L. Briggs. Bureau of Publications, Teachers College, Columbia University. 187 pp. Price $2.25 postpaid of *Survey Midmonthly*.

ONE of the glaring weaknesses of the American prison has been its lack of adequate educational work. Only eleven years ago not a single complete and well-rounded educational program was encountered by Austin H. MacCormick in his survey of all the prisons and reformatories in the country. It is, therefore, gratifying to find that in New York State an intelligent, far-reaching program has been established, which already is well beyond the probationary stage.

This volume is the fourth in a series on education in correctional institutions. Originally written by the director of the division of education, Dr. Walter M. Wallack, and assistant directors, Glenn M. Kendall and Howard L. Briggs, as a report for the fiscal year 1936-1937, it sets forth authentically the philosophy, aims, and procedures of the educational program in the New York State Department of Correction. It reviews the development of the present program from the appointment of the Commission to Investigate Prison Administration and Construction in 1930, and the creation, in 1933, of the Commission for the Study of the Educational Problems of the Penal Institutions for Youth. These commissions, popularly known as the Lewisohn Commission and the Engelhardt Commission, respectively, were responsible for the revolutionary reorganization of education in the New York department. They included in their membership leading penologists, social workers, and educators who, in addition to obtaining funds for experimental projects, sponsored the new law establishing correctional education, and aided in securing budgetary increases, higher standards for the selection of teachers, and increased personnel.

As the authors state, education com-

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By FRANZ BOAS

In this book are collected for the first time the author's general papers dealing with fundamental problems of anthropology. They cover such topics as the significance of anthropometric data and their variation in changed environment, the relation between race and culture, the significance of historical and psychological elements in the development of culture, the relation between language and culture. *To be published in December.*

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prehends all the experiences which the institutions can bring into the lives of inmates. Part of the task of the educational program is to coordinate these activities into a meaningful process directed toward improving attitudes and social behavior patterns and in developing marketable skills. Four case histories are presented to make graphic the superiority of an individual approach which takes inventory of the limitations and potentialities of the inmate in order to utilize them in the training process. The statistics which cover every aspect of the work are well handled as are the other exhibits, prepared for those concerned with the practical working out of a program.

JAY BECK

Director, Social Investigation Unit
Department of Correction
New York City

After Six Years

LABOR ECONOMICS AND LABOR PROBLEMS, by Dale Yoder. McGraw-Hill. 669 pp. Price $3.50 postpaid of *Survey Midmonthly*.

THIS second edition of Professor Yoder's book does not differ materially in form and content from the first edition published in 1933. There are now nineteen chapters instead of twenty, the titles of some of the chapters have been changed, and an appendix containing the Fair Labor Standards Act and the National Labor Relations Act has been added. It is regrettable that the six years which have elapsed since the first edition should not have caused far-reaching changes in a book such as this. The material on unionism is still highly concentrated, little attention is paid to the AFL-CIO struggle, and no light is shed on the personalities "behind the news." The role of government and the policies of management are relatively neglected. The scholarship evident throughout the book well might have been directed to a reconsideration of the relative importance of labor problems. The time has passed for a labor book to devote only two chapters to trade unions, their nature, membership, policies, and practices.

New York University EMANUEL STEIN

Approach to Objectives

CHARACTER EDUCATION IN A DEMOCRACY, by S. R. Slavson. Association Press. 226 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS book can be divided roughly into two sections: the first dealing primarily with a theory of character development in a setting of modern cultures; the second outlining techniques to meet the objectives of education as the author sees them. Of particular interest is a careful analysis of these objectives, rather over-generalized in the text, and the review of the agencies and methods currently employed in approaching them. Throughout the book runs the author's justifiable though not always well pointed emphasis on the role of the group in character education in any democracy.

Most of this reviewer's confusion over this book can be traced to the author's wholesale attempt to bring psychoanalytic concepts into the group picture, willy-nilly, and to the frequent presentation of conclusions not always logically (syllogistically) consistent with the premises. I found most disconcerting, too, the references to "certain psychologists," and "certain psychological theories," to which no more specific reference is made. Frequently the author uses such references as straw men to be knocked over with amazing ease, or as support for his own arguments. In no case, however, is the reader given sufficient knowledge of the data to draw his own conclusions, which seems to me a remarkably undemocratic educative procedure.

One group of readers, the semanticians, may derive special pleasure from this book. For them it should constitute a word-book in which Stuart Chase's "blah" can be substituted. Mr. Slavson starts with such tidbits as "Education . . . must vitalize the personality for creative living," and ends with "The truly strong never abuse their strength."

Cleveland, Ohio DAN L. ADLER

Pioneer Experience

MANAGING LOW RENT HOUSING. Based on lectures and discussions at the Management Training Institute, Wash., D. C., June 13-24, 1938. National Association of Housing Officials. 289 pp. Price $2 postpaid of *Survey Midmonthly*.

THE material on which this volume is based was presented in the form of lectures and discussions. It suffers somewhat from translation into another medium, but it remains the first published document dealing almost entirely with management of public housing. The discussions go far afield, which is understandable in view of the fact that the audience which participated in the institute represented managers and potential managers from all parts of the country, with varying backgrounds, interests, and experience.

The rapid growth of government housing and change in the field is readily noted in this volume. To compare the recent policies of the United States Housing Authority with those set forth by their staff members in the lectures last year reveals almost complete reversal. For example, one of the Authority's staff, speaking of selection, said: "Our problem is concerned with families of low income who need housing and whose incomes permit them to be considered as self-sustaining." The USHA this month set maximum allowable incomes of tenants on admission below the statutory limits, and announced that these were to be enforced even if it meant in the metropolitan areas that only families receiving public assistance would be eligible.

This book must not, therefore, be referred to either as gospel or as a textbook. If it is read as a record of the experiences and opinions of some of the people engaged in the pioneer development of public housing management, it may serve to stimulate the practices of others now entering the field.

MAY LUMSDEN

New York City Housing Authority

The Divorce System

MATRIMONIAL SHOALS, by Royal D. Rood. Detroit Law Book Company. 424 pp. Price $3.50 postpaid of *Survey Midmonthly*.

IN an effort to argue against the "rebellion against marriage" that lessens the happiness and comfort of women and children, the author uses the record of a case, in which he, as attorney, represented four minor children, as the basis of a general attack upon the divorce system which wrecks "the only real source of security which women and children have ever known." Many questions of interest to social workers are raised, including the extent to which they and allied groups "seek to keep themselves in employment by encouraging the destruction of the family."

The development of marriage laws and regulation by court practices is presented through an abstract of the domestic relations laws of Michigan from 1838 to date. Regarding divorce as a phase of trial marriage, he shows the costs to the state, city and family, of this dysgenic status which promotes the idea that "marriage is a thing to be avoided." There is considerable legal data concerning the divorce mill and the responsibility of the social worker, "Friend of the Court," for its continued grinding.

New York IRA S. WILE, M.D.

Philosophy and Treatment

CRIME AND SOCIETY, by Nathaniel F. Cantor. Holt. 459 pp. Price $3 postpaid of *Survey Midmonthly*.

IN a remarkable performance of authorship, Professor Cantor gives us at once a sound book for the student and persons unfamiliar with the problems of crime and its treatment, and a wealth of information for those who have labored long in the field. After having visited several hundred American and foreign prisons, he might have given merely an authoritative compendium of prison data. Instead he has given us a brilliant, penetrating, contemporary work, shot through with the new and modern philosophy for the understanding of delinquent behavior in terms of the treatment of the individual offender plus an analysis of all our machinery for dealing with him. This is no hash of theories old and new, but an illumination of both new and old approaches. That the treatment of the offender must occur in a living setting is the focus.

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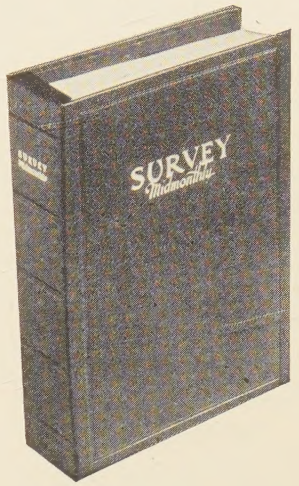

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the treatment of delinquency. Highlights are a sympathetic presentation of the prisoner's point of view and the case approach as interpreted and amplified in two appendices by Herbert H. Aptekar, one of them, "The Psychological Treatment of the Delinquent by the Professional Case Worker."

Professor Cantor clears away much underbrush in penetrating phrases. "Strictly speaking 'crime' is not causal; it is defined by society. What is caused is the *behavior* that happens to be defined as crime." Again he says, "Much of the confusion caused in coping with crime and prisoners is due to the lack of integration among all of the agencies dealing with these problems." From his suggested lines of integration comes a flowing picture of crime and its treatment as something that is happening and must be dealt with on a dynamic level.

The book has pattern rather than a stereotyped form of organization. It begins with "Perspectives" and a definition of terms and methods used in criminal research. Then follow present practices of criminal justice and the treatment of offenders by the police, the prosecutors, the courts, and on through probation, imprisonment and parole. Conflicts are pointed out between traditional ideas underlying our practices and more recent points of view and changes are suggested in the criminal law, the administration of justice and the treatment of offenders if these conflicts are to be removed. In the last part, limitations are outlined with a discussion of the dilemma of crime control and crime prevention.

Here is an illuminating and most satisfying book for the student, the layman, the sociologist, the lawyer and the social worker.

LEON T. STERN
Committee on Penal Affairs
Pennsylvania Public Charities Association

Fun at a Party

CLUB PARTIES, by Katharine Cochran Dewar. Foreword by Robert Bryce Walker. 24 pp. Order direct of the publishers, Bone and Hulley, 35 Dundas Street, Glasgow, Scotland.

IN the winter of 1927-28, the American settlements entertained Miss Dewar, then warden of Birmingham Settlement, England. On her round of settlements in the East and Middlewest and as far south as New Orleans, she became the center of gala occasions and is still remembered as the English lady who told wonderful stories and was so much fun at a party. Later she became the warden of Harkness House at Bells Hill, Lanarkshire, in the depressed area, where long unemployed miners were induced to organize means of recreation and education for themselves and their community. Out of this variety of experience, Miss Dewar has given to her American friends as well as to her colleagues in England a charmingly illustrated "party book" full of suggestions for simple, gay games and refreshments at limited cost, all of which will help to bring "variety into drab lives." Many of these suggestions are particularly adapted to English ways where "tea and a bun" take the place of our omnipresent ice cream, but American club leaders or neighbors will get from them hints at ways in which novelty, color and care can make simple and ordinary things seem truly party-like. Those who know Miss Dewar will find between the lines her own gay spirit as well as her deep and innate consideration of those with whom she has lived and worked.

LILLIE M. PECK
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The Pamphlet Shelf

Jobs and Workers

INDUSTRIAL CHANGE AND EMPLOYMENT OPPORTUNITY: A SELECTED BIBLIOGRAPHY. WPA National Research Project, Philadelphia, Pa. 254 pp.

Material cited covers general background and changes in methods of production, organization and structure of industry, the location of industry, labor supply, working conditions, dislocation of employment opportunity as an accompaniment of industrial change, attitudes of labor, and so on.

JOBS AFTER FORTY, by Beulah Amidon. 32 pp. Public Affairs Pamphlet, No. 35. Published by the Public Affairs Committee, 30 Rockefeller Plaza, New York. Price 10 cents.

A popularly written discussion of figures and studies that show that "what was once the 'prime of life' has become a period of increasing employment handicaps for workers in both factory and white collar jobs." Like all other Public Affairs Pamphlets, lucidly illustrated with pictographs.

THE OCCUPATION OF THE STENOGRAPHIC WORKER, 11 pp. THE OCCUPATION OF THE DENTAL MECHANIC, 7 pp. THE OCCUPATION OF THE CARPENTER, 8 pp. THE OCCUPATION OF THE CABINETMAKER, 10 pp. THE OCCUPATION OF THE NURSE, 11 pp. OCCUPATIONS IN MUSIC, 15 pp. National Occupational Conferences, 551 Fifth Avenue, New York. Price 10 cents each; less in quantity.

Content of the various occupations, preparation necessary, entrance and advancement, trend of employment, advantages and disadvantages. Bibliography.

AMERICANS AT WORK: THE SOCIAL WORKER. 24 pp. Produced by the CBS Department of Education, Columbia University Press. Price 10 cents.

One of a series of "documentary" broadcasts presented last spring by the Columbia Broadcasting System with the cooperation of its adult education board. In a dramatization intending to give popular appeal to social work as a career, the social worker's role is oversimplified and implications of professionalism are slighted. A sentimentalized case story with a "love" angle presents the human interest.

Economics

FAIR TRADE, by Edgar H. Gault. University of Michigan Press, Ann Arbor, Mich. 54 pp. Price $1.

An explanation, in simple, non-technical terms, of the Michigan Fair Trade Law and its effects on business, especially on cutrate drug prices, and on the general public.

CONSUMER CREDIT, by N. M. Reeder. 20 pp. Single copies free from the New York Association of Personal Finance Companies, 60 East 42 Street, New York.

A discussion of the social need of small loan agencies, containing numerous references for further study.

FREEDOM AND THE ECONOMIC SYSTEM, by Friedrich A. Von Hayek. Public Policy Pamphlet No. 29. University of Chicago Press. 37 pp. Price 25 cents.

What are the relations between the decline of the free market in economics and the growth of arbitrary power in politics? A distinguished aid to insight into the no man's land between economics and politics.

Social Welfare

SELECTIONS FROM THE CASE WORK NOTEBOOK. 30 pp. Published by *Social Work Today*, 112 East 19 Street, New York. Price 25 cents.

Four articles on case work and its application under a social system which produces individual breakdowns, by Fern Lowry, Jacob Hechler, Herbert Aptekar and Rose Max. All formerly appeared in *Social Work Today*.

LOCAL COMMUNITY FACT BOOK, 1938, edited by Louis Wirth and Margaret Furez. Prepared for the Chicago Recreation Commission, with the assistance of various cooperating agencies. From the Municipal Reference Library, City Hall, Chicago.

A revised edition of a former handbook for civic and social agencies in the seventy-five local communities within the city of Chicago. A gold mine of reliable information offered as a basis for dealing more effectively with local problems.

CHANGING ASPECTS OF URBAN RELIEF, by F. L. Carmichael and R. Nassimbene. 93 pp. From the WPA Division of Research, Washington.

The report and statistical data of a survey made in 1935 of the relief population of thirteen cities. The material covers the period when FERA was dropped in favor of the WPA and brings out significant contrasts between direct and work relief.

Miscellaneous

WHAT PRICE MILK? by Caroline Whitney. Published by Caroline Whitney Memorial Fund, 215 Fourth Avenue, New York. 79 pp. Price 10 cents.

Where milk comes from; the farmer and his problems; farm organizations; the distributors; unfair trade practices; milk control laws. Compiled from the papers of Mrs. Whitney after her death, based on her personal research studies.

THE CHALLENGE OF PROGRESSIVE EDUCATION. Proceedings of the Fourth Conference on Education and the Exceptional Child. 69 pp. From Irene S. Seipt, director of the Child Research Clinic of the Woods Schools, Langhorne, Pa.

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RELIGIOUS LIBERTY IN THE U. S. TODAY, A SURVEY ON THE RESTRAINTS ON RELIGIOUS FREEDOM. 48 pp. Published by the American Civil Liberties Union, 31 Union Square West, New York. Price 10 cents.

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

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COUNCIL OF WOMEN FOR HOME MISSIONS —297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK —Grace L. Coyle, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-seventh annual convention of the Conference will be held in Grand Rapids, Mich., May 26-June 2, 1940. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
W. I. Newstetter, *Dean*

ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Rev. Joseph Husslein, S.J., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Arlien Johnson, *Dean*

UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
A. E. Grauer, *Director*

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Ernest Witte, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
Frank J. Bruno, *Head of Department*

WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, *Dean*

COLLEGE OF WILLIAM AND MARY, School of
Social Work and Public Health, Richmond, Va.